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TEACHERS' SALARIES AND COST OF LIVING

THE NATIONAL EDUCATION ASSOCIATION
OF THE UNITED STATES

TEACHERS' SALARIES AND COST OF LIVING

THE REPORT OF THE COMMITTEE ON TEACHERS'
SALARIES, TENURE, AND PENSIONS

JULY, 1918

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INTRODUCTION

This report of the Committee on Teachers' Salaries, Tenure, and Pensions falls into three parts:

- I. Salaries
- II. Tenure (a brief preliminary statement)
- III. Pensions

Important as *tenure* and *pensions* are, the present emergency in education puts them temporarily in the background of interest as compared with what is now the critically important question of *salaries*. The section of the report devoted to salaries falls into three parts:

"The Nation and the Crisis in Its Schools," a brief general statement of the situation and the remedy.

"Teachers' Salaries and the Cost of Living," a more detailed statement of the economic facts that back up the generalizations of Part I.

"How Shall the Money Be Obtained to Pay Adequate Salaries to Teachers?"—a discussion of the ways and means of carrying the remedy suggested into practical effect.

In the preparation of this report the committee has been assisted by the following persons, to whom special thanks and acknowledgments are due: Harold C. Goddard, professor of English, Swarthmore College, Swarthmore, Pa., for preparing "The Nation and the Crisis in Its Schools," and for valuable assistance in editing the report; Robert C. Brooks, professor of Political Science, Swarthmore College, Swarthmore, Pa., for the preparation of "Teachers' Salaries and the Cost of Living," George D. Strayer, professor of Educational Administration, Teachers College, Columbia University, for collecting and reporting teachers' salary data reported in Appendixes VI and VIII on "Cities Reporting No Increase in Teachers' Salaries," and "Salaries Paid to Teachers in 320 Cities in the United States"; John A. H. Keith, president, State Normal School, Indiana, Pa., for supplying the data in Appendix X on "The Average Amount of Wealth per Teacher in the Several States"; Uel W. Lampkin, state superintendent of public instruction, Missouri, for the data in Appendix XI on "Relation of Salaries to Expenses of 1504 Teachers in the Cities of Missouri"; I. L. Kandel, associate in education, Teachers College, Columbia University, for preparing the article in Appendix XII on "The War and Teachers' Salaries—England and Wales"; John D. Wolcott, chief of the Library Division, Bureau of Education, for the bibliography on "Teachers' Salaries" in Appendix XIII.

THE COMMITTEE

NOW THAT THE WAR IS OVER AND THE NATIONAL BUDGET, ON THAT ACCOUNT, CAN BE CUT DOWN BY BILLIONS, THE COUNTRY WILL BE DOUBLY RECREANT IF IT FAILS TO TAKE PROMPT AND EFFECTIVE ACTION IN THIS MATTER OF ITS SCHOOLS.

REPORT OF THE COMMITTEE ON TEACHERS' SALARIES, TENURE, AND PENSIONS

I. REPORT ON SALARIES

Owing to the effect of the world-war on prices, the committee has deemed it advisable to make a more extended report on salaries than otherwise would have been necessary. Not only have definite recommendations been made, but data have been appended which support the recommendations made.

The committee has been fortunate in securing the services of a number of persons in preparing this report. While the committee agrees with the conclusions and recommendations set forth, the persons writing the different parts are responsible for the statements of facts.

The report is submitted with the hope that it will not only meet with the approval of the National Education Association, but be found helpful to legislators, school officials, teachers, and the general public.

JOSEPH SWAIN, *Chairman*

ERNEST C. MOORE

MARGARET A. HALEY

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JAMES FERGUSON

FRANCIS G. BLAIR

JOHN W. CARR

THE NATION AND THE CRISIS IN ITS SCHOOLS

Apart from the prosecution of the war itself, there is no more urgent problem now before the American people than that created by the threatened collapse of the teaching profession. Collapse is an extreme word, but so is the emergency it describes. The drafting into other work of large numbers of the most capable teachers, the continual opening of new doors of opportunity to thousands of others, the utterly inadequate financial provision for the majority of the remainder—these are no longer matters for debate. They are facts. And they are facts ominous with disaster for the nation. If the American people cannot be made to see the situation and to supply an early and drastic remedy, we shall run the risk, even tho we win the war, of losing much that makes the war worth winning.

Our schools are the spring and origin of our democracy. Of what avail will it be to spend our blood in defending the forms of democratic society if the life that is to fill and energize them is lost? And if our schools suffer, it will be lost. It is futile to declare that this is a matter for the future. If the war has taught us anything, it has taught us that the future becomes the present with fatal rapidity, and that failure to provide for that future in advance is criminal. Foresight then is what is wanted, and again foresight, and yet again foresight. The American people now have a supreme opportunity to exercise foresight in the matter of their schools. Will they exercise it? Or will they kill the goose that lays the golden eggs?

INDUSTRY ATTACHES VALUE TO EDUCATION

Fortunately there are a few departments of education which anybody can see are not only indispensable to the life of the nation, but are as integral parts of the prosecution of the war as the building of ships or the training of armies. A blind man can see that if the teaching of chemistry or engineering or medicine in this country were to suffer, the military arm of the nation would soon be crippled. Fearful lest the supply of skilled workers should fall off, industrial leaders are realizing more fully every day how dependent they are on the flow of trained men from the hands of the schoolmasters. Within a month, for example, a manager of one of the largest munitions plants in the country came to the head of the department of chemistry of one of our colleges with the declaration that he was in need of a chemist particularly fitted for work of a character which he specified.

"You have the very man we want," said he, naming an assistant professor of chemistry in the college in question. "You must let us have him."

"But I can't," replied the professor. "Our department cannot get on without him. He cannot be replaced."

"How much is he receiving here?" inquired the manager.

The head of the department mentioned the salary.

"We will double that," declared the manager without an instant's hesitation, "if he will go to work for us tomorrow morning."

"We cannot meet that offer," said the professor, "but if you take him, don't expect us to keep on sending you the groups of trained chemists that that man has helped to turn out in the past."

The manager hesitated; the thought seemed to sober him. "You're right," he exclaimed. "I see it. Keep your man. He is more indispensable to us here than he would be in our plant." And the manager went away to seek some other solution of his problem.

That incident presents in miniature the relation of technical education to the war. Every day this war becomes more of a war of expert knowledge. The man behind the desk is as essential as the man behind the gun. Indeed he is the man behind the gun.

All this is so plain in the case of subjects like chemistry, engineering, and medicine that an apology is almost necessary for dwelling on it. But it does not appear to be so plain in the case of subjects just as really, albeit a bit more indirectly, connected with the war. And when it comes to education generally, to the majority of the public it does not appear to be plain at all.

EDUCATION PRESERVES FRUITS OF VICTORY

The argument in many minds seems to run something like this: "Our business at present is to win the war. By all means let us keep the technical schools that have a bearing on that business running full blast. As for the rest of the school system, time enough to attend to that when the war is over." Now, if we knew that the war would be over in a year; or if the country were financially at its last gasp, with taxation passing the limits of the tolerable—if luxury were entirely eliminated, and waste and extravagance things of the past; or if all the able-bodied men and women were at the front, in the factory, or on the farm—then there might be a gleam of reason in a proposition to close the schools till the war was over, or ~~to let~~ them pass into the hands of admittedly inferior persons. Even under such circumstances the proposal would be a desperate one. Culture and education are by their nature continuous things. They are a kind of birth. You cannot disturb the process of physical birth in a nation without disaster. *Neither can you interrupt its spiritual and intellectual life and expect to take it up, unimpaired, where it was dropt.* It would be tragedy indeed if the present generation were to win the war only to have the fruits of victory wasted by a generation incapable of understanding or using them.

A WAR OF SCHOOLMASTERS

Here it is that we touch the center of the misunderstanding concerning this war and general education. This is not merely a war of chemistry and engineering, a war of technical knowledge pitted against technical knowledge; it is a war of cultures and ideals, of ideas pitted against ideas. In this sense it is literally a war of schoolmasters; and only the hope of victory in this latter struggle makes the sacrifices of the other conflict seem worth while. But to achieve that victory the ideas and ideals for which we stand must be kept pure and free-flowing at their source. For that deeper war behind the other is bound to go on long after the physical strife has ceased. Everywhere men make the capital mistake of supposing that the good or the evil of this war is a thing that will be definitely settled on the day when victory is attained and the treaty of peace signed. There could not be a grosser error.

The upshot of this war for humanity, the final good or bad of it, is going to depend on what the nations *do* as a result of it, on whether *it* gets the better of the brain of humanity by stunning it or whether the brain of

humanity gets the better of *it* by understanding it. But this, in the main, lies with the will and the intellect of the next generation, and the will and the intellect of the next generation lie in no small measure in the keeping of the teachers of the present.

MARKEDLY SUPERIOR TEACHERS DEMANDED

It has become a truism that the Germany of today is the product of the German schoolmasters of yesterday. Just as certainly the America of tomorrow, perhaps the world of tomorrow, will be the product of the American teachers of today. What, then, if the American teaching force of today comes to consist of an inferior selection from our present teachers supplemented by high-school girls of no experience, no special training, of temporary tenure, and only passing interest in their work! What if the prophecy of at least one publisher of textbooks be realized, who has declared that only "fool-proof" textbooks must be published in America for the present—for the reason, to use his own words, that "we are going to have to deal with just that type of teacher for the next ten or fifteen years"! Such a prediction from an unsentimental business man with an eye to profits should set us thinking. America must not delude herself into believing that she can put her children into the hands of teachers of the "fool-proof textbook" type and yet expect those teachers to turn out a generation of statesmen capable of grappling with the problems of what promises to be the most critical period in the social and political history of mankind. To achieve that result the teachers must be, on the contrary, not only not inferior, but markedly superior, *the best that can be had*, not merely in training and intellectual equipment, but in character, imagination, and social vision—men and women fitted by virtue of what they are to disseminate the spirit of democracy. We must put forever behind us the childish notion that reading, writing, arithmetic, and the rest are all there is to education. For the genuine purposes of life, these are the incidental products of teaching; its central products are those intangible and imponderable things, that total attitude toward life, which the child takes in, as unconsciously as it takes in the air, from the personality of the teacher as a whole. Woe to the future if that personality be of inferior grade!

SALARIES BELOW LEVEL OF SUBSISTENCE

Yet at the present hour, as has been hinted, practically all forces are making in the direction of just such inferiority. There are inducements on every hand for the most successful teachers to leave the profession. There are few inducements for those with promise of success to enter it. With the many branches of military service open to the teacher, with hundreds of industrial concerns bidding for the services of men and women with precisely the equipment that the teacher's training gives, and

with salaries in most of the schools far below even that modest level of subsistence that the teacher has been granted in the past, the profession is bound to undergo, is already undergoing, rapid deterioration. If it be urged that the teacher at this crisis should be patriotic and remain at his post, bearing his part of the sacrifice of the time, the answer is that there is no group of workers in the country who would be less willing, if they could, to escape that sacrifice. They, if anyone, are in a position to know the worth of the thing that is at stake. All they ask is that they shall not be called upon to carry an utterly unjust and crushing share of the burden. All they ask is that they shall be treated in the spirit of President Wilson's recent declaration to Congress that the load the people must shoulder must be equitably placed. "If the burden is justly distributed," were the President's words, "and the sacrifice made a common sacrifice from which none escapes who can bear it at all, [the people of this country] will carry it cheerfully and with a sort of solemn pride." The teachers of the country subscribe unanimously to that creed, but they also ask to have it applied to their case. If it is not, what will happen to the teaching profession can be predicted with accuracy. The teachers of the country will fall roughly into three classes, classes which were already being defined during the decade and a half of sharp rise in prices prior to 1914. The war merely accelerated enormously their formation.

POVERTY DETERIORATES THE PROFESSION

First, there will be what we may call the *endowed class*. This will be a small one and will be confined in the main to the higher branches of education. It will consist of a certain number of financially independent persons who will continue teaching because of the pleasure of the work or the intellectual and social prestige flowing from connection with a college or university. However highly we may think of individuals within this group, the idea is repugnant to every democratic instinct we possess of having any part of our educational system pass under what would inevitably become a kind of upper-caste control.

Second, there will be what we may call the *part-time class*. This will consist of an immense number who will give only a share of their time and energy to teaching: who will teach, but who will not expect their teaching salary to support them. Few outside the profession have any idea how largely the teachers of the country already belong to this class, from the many who earn a few dollars on the side or devote what ought to be their period of intellectual recreation, the summer vacation, to other work, to the few who frankly make their teaching incidental and double or treble their salaries by outside work. The effect of this state of affairs on the profession calls for no comment. No man can serve two masters in the vocational world any more than he can in the moral world. The secret of a strong will is undivided attention. No one can calculate the

degree to which the efficiency of education in this country is already impaired thru the necessity under which thousands of teachers suffer of doing two things at once. What sort of work would the nation expect of its executives and legislators, of its sailors and soldiers, or of its business men, if after their regular day's labor they were compelled to give their attention to some side line of work to eke out a living income? Yet that is exactly what the nation seems to expect of a multitude of its teachers. And bad as this part-time condition is at present, it is bound, unless something radical is done, to become immeasurably worse.

Then there will be a third class of teacher. For it there is no satisfactory name. Were the term not certain to be misunderstood, it might be called the *sweated class*. Perhaps the *exploited class* would be less open to objection. This class will consist in part of teachers who, thru age, or poor health, or family responsibilities, or other circumstances over which they have little or no control, will be able neither to escape from the profession nor to add materially on the side to their teaching income, with the result that they will be compelled to take what is offered them and lower their standard of living accordingly. Such teachers will deserve nothing but sympathy. They will be slaves in outward condition but not in spirit. Much the same will be true of those teachers who, thru a mistaken sense of duty, combined with ignorance of political economy, remain at their desks when they could leave them. But this will not be the case with what it is to be hoped will prove a small group of teachers who, with both power to do otherwise and knowledge of the consequences of their choice, will accept a standard of living below the minimum of what makes genuine human life, as distinguisht from mere living, possible. Surely it is to be hoped that the time may never come when the teacher will not be willing to live simply. A certain austerity of life befits his position of spiritual leadership as it does that of the minister. But simplicity is one thing and a poverty that stunts the soul is another—and at the opposite pole. The teacher who submits to such poverty voluntarily is a slave in spirit as well as in outward fact, and his act degrades not only his own profession but the working world as a whole as certainly as child labor, or coolie labor, or convict labor, degrades it.

LOW SALARIES HARM THE CHILD

And even if poverty did not injure the teacher and his fellow-workers, how could it fail thru him to harm the child under his care? How can he whose function is to awaken life perform that function when life, in the sense of something above mere subsistence, is denied him? And how, on the other hand, can the child be expected to have respect for the things of the mind when he sees those who have devoted a lifetime to them refused the reasonable comforts of existence? "Why should I go into teaching," a high-school girl is reported to have askt an aunt who was urging her to adopt her own

vocation, "Why should I go into teaching when I can get two dollars and a half a day more than you are getting after teaching twenty years?" "Why should I want an education?" a boy who had left school for the mines is said to have retorted smilingly to the teacher who was trying to impress on him the need of a high-school education for success in life, "Why should I want an education? Why, my dear teacher, I'm making a good deal more than you are, *now*." What could the teacher say? No one in his senses desires to measure the value of truth in dollars. But you will never convince the rising generation that knowledge is power while it beholds so many of the professional dispensers of knowledge in a state of virtual slavery.

These then are the three classes—an endowed class, a part-time class, a sweated or servile class. These are the divisions into which the American teaching profession will split up if some radical remedy is not adopted. Is this country willing to have its schools, which it has long pointed to with pride as the source of its democracy, pass into the hands of an endowed class, or a part-time class, or a slave class? If it does, democracy in America deserves to perish. And it will perish.

What, then, is the remedy?

There is just one remedy—tho there may seem to be two, owing to the two quite opposite ways thru which it may be attained.

THE SOCIAL NEED FOR HIGHER SALARIES

But before coming to the remedy and the methods of attaining it, let us notice what, emphatically, is not the remedy. The remedy is not to raise teachers' salaries sporadically, here a little and there a little, 25 per cent in this enlightened city, 5 per cent in that benighted one, \$500 a year in some industrially booming section where teachers have grown scarce, \$50 a year in some out-of-the-way corner of the land where supply and demand in teachers has not been perceptibly affected. "Supply and demand"—that goes to the heart of the matter. *The critical situation of our schools will never be genuinely remedied so long as teachers' services are regarded as a commodity to be purchast at the cheapest obtainable rate in the open market.* That, in too many places, is the present attitude toward the teacher. That attitude must end, or our democracy will end. The teacher must come to be taken for what he is: a public servant, performing a task of unsurpassed importance to the nation, and on that account just as fully entitled to adequate compensation, or its equivalent, as the soldier, the legislator, or the judge. From the kindergarten to the university the teaching profession in America must be lifted, wherever it has fallen below it, to a level that will command for it the full respect of the community and attract into its ranks men and women of the first order. This demand would have been imperative, it is important to notice, even tho the war had not come to complicate matters. The problems of negro and alien education,

to mention no others, especially the presence among us of thousands of foreigners who could not speak a word of English, were questions that, prior to 1914, were pressing for solution. The single staggering fact, brought out in a recent letter of Secretary Lane to the President of the United States, that there were in the United States in 1910 more than five and a half million persons over the age of ten who could neither read nor write in any language, shows better than anything else how incredibly far the country had fallen short, under the free and easy method of regarding teachers' services as a commodity, of creating a genuinely democratic system of education.

THE NATION MUST RESCUE ITS SCHOOLS

All this is simply a way of saying that education is a national matter. The man who denies that at this hour is not worth listening to. The man who denies that education is a national matter is capable of denying that our Army and Navy are national matters, of thinking that our states and towns and cities, left to themselves, could carry on the war. Which is not to imply for a moment that education is *merely* a national matter. May the time never come when the people in this locality or that lose control over the teaching of their own children. But the child is of concern to a wider region than the place in which he is born; and the wealth of a community is no measure of the promise of its human material. Can we permit boys and girls of rare gifts, not to mention average boys and girls, just because they happen to have been born on the outskirts of the country to have only the outskirts of an education? Those boys and girls are the nation's highest assets. The nation must do its share toward bearing the burden of their training. The nation, the state, and the locality each has its function. The nation, either directly or thru the states, must subsidize and stimulate the struggling community, holding it meanwhile to the highest standards; the state, up to the limit of its power, must do the same; while the locality must be lookt to to preserve the principles of variety and individuality against the encroachments of too great centralization. Just now, however, it is the nation that must take the initiative and lead the way—if for no other reason than because, at a moment when immediate action is half the battle, legal and constitutional restrictions tie the hands of many of the states and threaten a delay that will be fatal.

But suppose the nation cannot be made to see its duty. Then there is only one other way, the second of the two methods already mentioned: the teachers, by concerted action and the application of the principle of collective bargaining, must compel the nation to wake up.

But surely this will not be necessary. The war is training the national imagination to see things on a new scale. It is no longer a day when we say, "This ought to be done. We will do it, *provided we can get the money.*" It is a day rather when we say of whatever is vital to the public welfare, "Let this be done." And then we get the money.

It is a day of big things. It is preeminently a day when those who are serving the state must be granted the right of way. The teachers of the country are not only serving the state now; they have been serving it all their lives. They are the captains of the army of understanding: not alone of that technical understanding upon which military victory depends, but of that larger human understanding upon which depends the whole hope and future of the world. If ~~we~~ spend billions to save the world, can we not spend millions to make the world worth saving? If we pour forth our treasure without stint to those who shape our steel and iron, can we not grant at least a living wage to those who are molding our life itself? The nation must come to the rescue of its schools. For a nation without education is a coast without a lighthouse.

TEACHERS' SALARIES AND THE COST OF LIVING, 1918

INCREASE IN THE COST OF LIVING

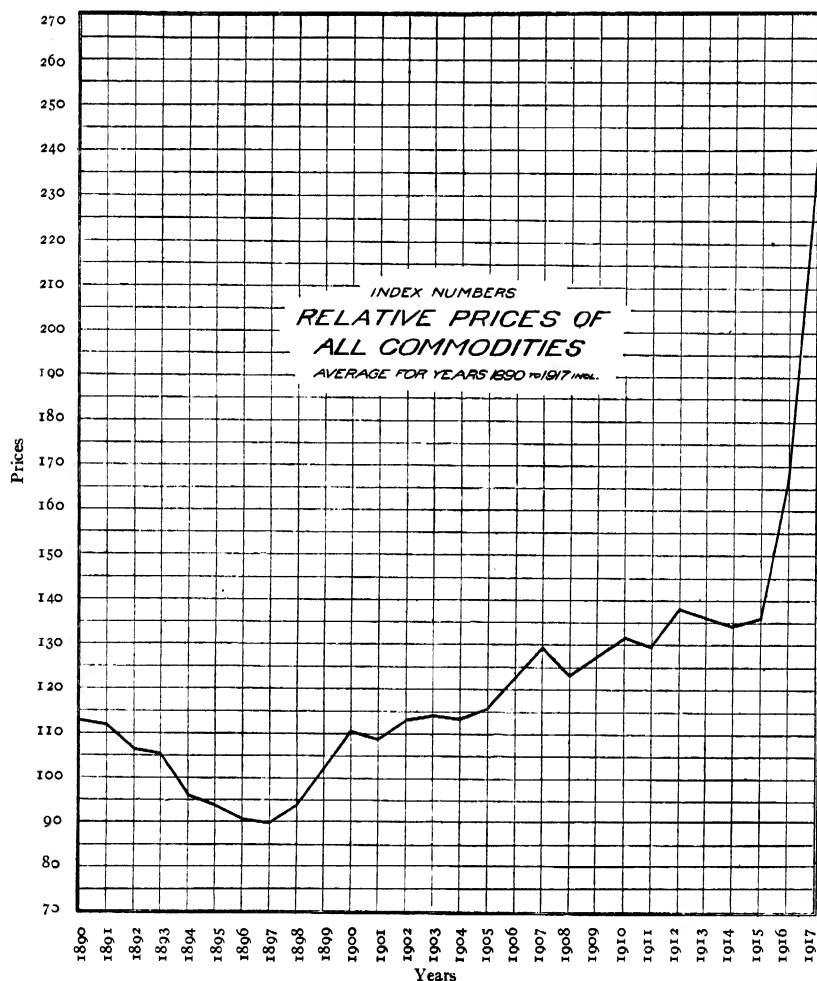
In 1913 the Committee of the National Education Association on Teachers' Salaries, Tenure, and Pensions published an extended ~~report~~ which subsequently has been widely circulated and effectively used throughout the country. The last year for which figures were obtainable at the time of the completion of this report was 1911. From the latter year until near the end of 1915 there was a slow upward movement of prices, both wholesale and retail, in the United States. So gradual was this movement, however, that it did not justify any large revision of the conclusions reached in the report of 1913. During the years 1916 and 1917, however, there has occurred an extremely rapid rise of prices, a rise so great and so sudden that it makes imperative a new and thoroughgoing study of the whole situation as it affects the teachers of the country.

The skyrocketing of prices which we are now experiencing is graphically presented in Chart I,¹ herewith, which shows the movement in the wholesale market of the United States from 1890 to 1917 inclusive. From 1890 to 1897 prices declined. Between the latter low-level year and 1911, the last year for which figures were available when our earlier report was prepared, there was an increase of 44.1 per cent in wholesale prices. The year 1912 showed an increase of 6.5 per cent over 1911, but during the years 1913 and 1914 wholesale prices actually declined slightly. For 1915 they were still slightly lower than for 1912. But the two succeeding years show an upward rush that dwarfs all movements recorded during the whole period of twenty-seven years. To illustrate: From 1897, the year of lowest prices, to 1915, wholesale prices advanced 51.6 per cent, an average of less than 3 per cent a year. During the two years from 1915 to 1917 alone they advanced 42.8 per cent, an average of 21.4 per cent a year. To put the matter in another way, the upward movement of prices has been more

¹ This chart brings down to date the diagram presented on p. 5, National Education Association Report on Salaries and Cost of Living, 1913.

than seven times as rapid during the last two years as it was during the preceding eighteen years of increasing wholesale quotations. The fact may seem astounding, but it is none the less true that wholesale prices in the United States were more than two and one-half times, exactly 2.65, higher in 1917 than they were twenty years earlier.

CHART I

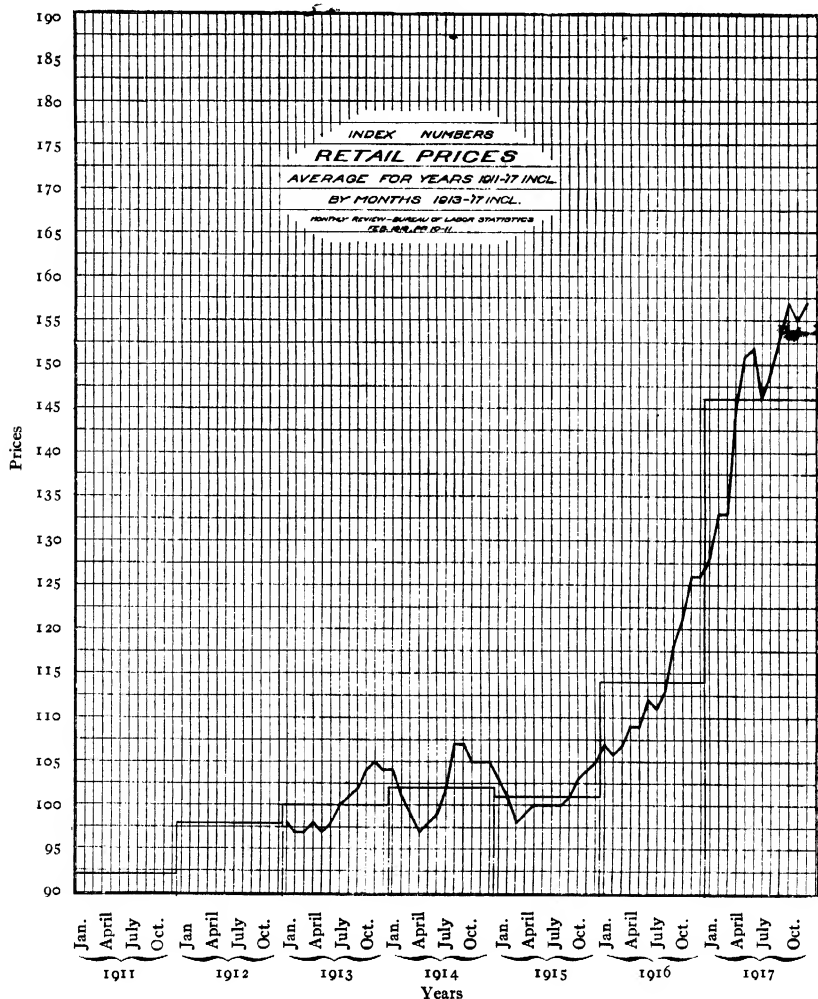


From the point of view of the teacher the significance of these figures is unmistakable. Taking the country as a whole, strenuous efforts were necessary to keep salaries advancing as rapidly as prices during the period of comparatively slow upward movement. Not always indeed was the advance of income kept even with the necessary increase of expenditure. But to meet an upward rush so rapid as that from the beginning of 1916 on, it is manifest that almost superhuman efforts must be put forth. It was

hard to climb to the summit of the Pelion of high prices reacht in the years 1911 to 1915. Now suddenly Ossa has been heapt upon Pelion, and the teachers of the country must begin a vastly more difficult climb.

Some further analysis of the developments of the last two years is necessary. First, it may be noted that figures dealing with retail prices confirm

CHART II

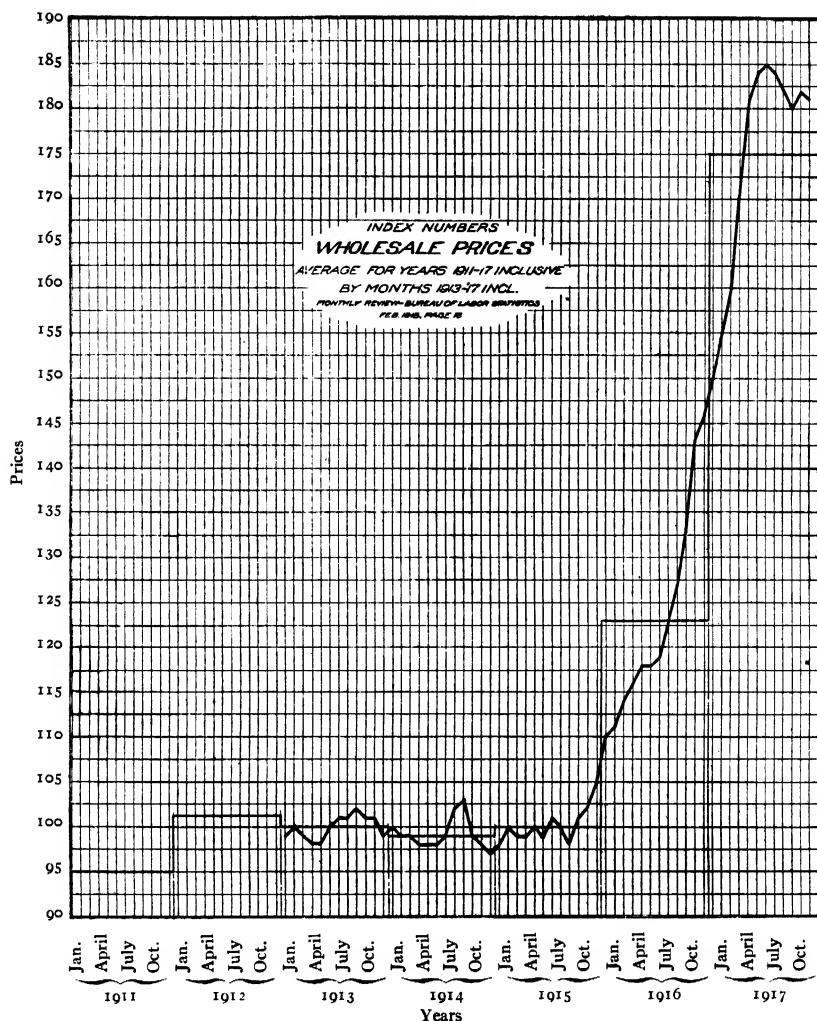


the observations made with regard to wholesale prices during this period. Thus in the case of the retail prices of twenty-two principal articles of food, the general level for December, 1917, as shown by the figures of the United States Bureau of Labor,¹ is 50 per cent higher than for December, 1915.

¹ These statements are based upon figures presented by the monthly review, February, 1918, of the Bureau of Labor Statistics, United States Department of Labor, (see Chart II). The March number of this review shows that on January 15, 1918, the retail price of food had made a further increase above the level for December 15, 1917, of 2 per cent.

Chart III shows in detail the movement of wholesale prices by months from January, 1913, to December, 1917. The figures upon which it is based cover 296 commodities of all kinds, including farm products, food, cloths and clothing, fuel and lighting, metals and metal products, lumber

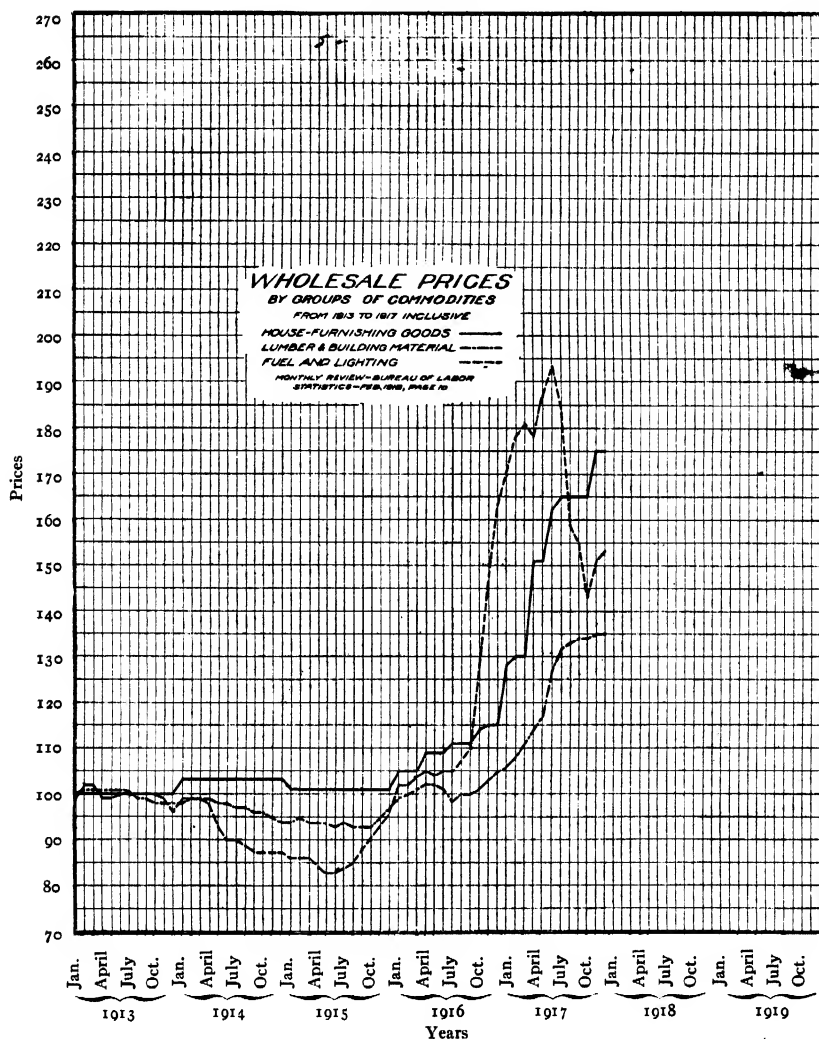
CHART III



and building materials, drugs and chemicals, house-furnishing goods, and miscellaneous articles. An increase of the cost of such basic materials must of course be reflected in the retail prices of all commodities derived from them. The general level of wholesale prices is shown by these figures of the Bureau of Labor to be not less than 72 per cent higher in December, 1917, than in December, 1915.

"This increase (of wholesale prices) has been particularly great," according to the Bureau of Labor, "among farm products, foods, clothing, metal products, drugs, and chemicals"—all articles, with the exception of metal products, which enter largely into the teacher's budget. Some of

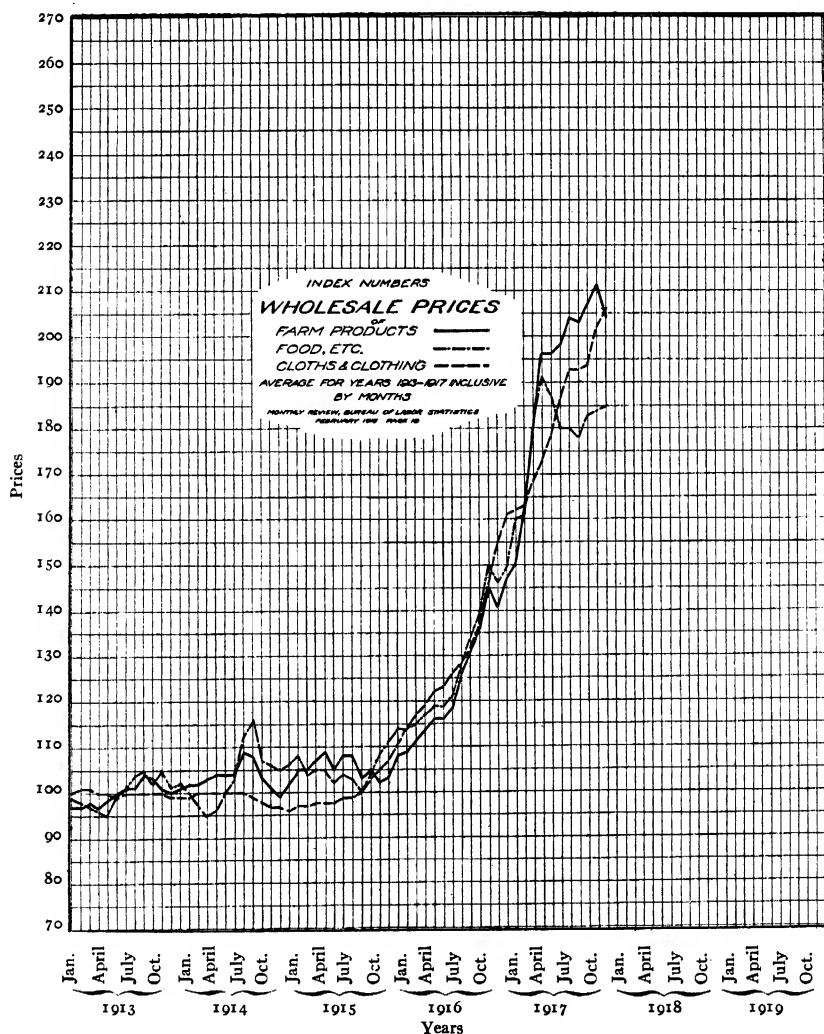
CHART IV



the details of the movements of wholesale prices by special groups of commodities are shown in Charts IV and V. Thus from December, 1915, to December, 1917, lumber and building materials advanced 39.1 per cent, fuel and lighting 59.3 per cent, food 66.6 per cent, house furnishings 73.2 per cent, cloths and clothing 92.5 per cent, and farm products, 98.1 per cent.

It is a matter of common knowledge that there has been no recession of prices in the few months which have elapsed since December, 1917, and this popular impression is confirmed by Bradstreet's index numbers, which are obtainable for a more recent date than the figures furnished by the govern-

CHART V



ment. Bradstreet's figures are based upon ninety-six different commodities, including many kinds of food products, thirteen metals, eleven chemicals and drugs, seven building materials, and numerous other articles. For December, 1917, this authority quoted an index number of 17.5962. On May 1, 1918, it had advanced to 18.9133. This means a price increase of very nearly $7\frac{1}{2}$ per cent within a period of five months.

With the continuance of the war, in all probability new higher levels will be recorded. Further increases as rapid as those of 1916 and 1917 are by no means impossible. Even after the termination of the war it is probable that prices will remain high during the subsequent years of readjustment and reconstruction. For an indefinitely long period, perhaps from fifty to one hundred years, the payment of interest and sinking-fund charges on war debts will continue to exert an effect upon the level of world-prices.

There is consequently slight ground, if any, for the expectation that prices may decline as rapidly as they have advanced during the last two years. On the contrary, every circumstance indicates that they will continue to increase indefinitely and remain fixed at a high level for a considerable period thereafter. Teachers and others with fixed incomes must deal with the situation from this point of view, or else prepare to suffer a further reduction of real wages, i.e., purchasing power of salary, in addition to the severe losses already inflicted upon them by the price movements of the last two years.

WIDENING OPPORTUNITIES FOR EMPLOYMENT

Coincident with the rapid increase in wholesale and retail prices in 1916 and 1917 has occurred a tremendous expansion of the demand for the services not only of men but of women as well. Men have volunteered and have been drafted by the hundreds of thousands for our new Army and Navy. Back of those in the fighting line such directly auxiliary industries as shipbuilding, transportation, and the innumerable branches of munitions production have absorbed a large part of the labor force of the country. For the latter purposes, shipbuilding, transportation, and munitions production, the supply of men has not been adequate. At least industries of this character are making vigorous and systematic efforts to enlist women as workers. More recently agriculture has begun to bid, almost frantically, for the services of women.

Upon the teaching profession the effects of higher prices and wider opportunities for employment have been complementary and cumulative. Of course the results are more marked in industrial than in agricultural districts, but they are apparent to a considerable degree the country over. Higher prices prevail generally, even if wider opportunities for employment are more or less localized. Fairly well-defined cases in which teachers have been forced out of the schools by sheer inability to meet the increasing cost of living are of common occurrence. Far more numerous, however, are the cases in which the lure of high wages in industrial undertakings, with the hope of future rapid increases, has led teachers to give up their profession.

As tangible illustrations the following cases may be cited from a city which had a population of 38,537 in 1910, and which, as a consequence of its rapid industrial development, particularly along the lines of ship-

building and the manufacture of munitions, now claims from 60,000 to 75,000 or more. The city referred to is in the center of the Philadelphia shipbuilding district. An investigation of this district just made by the Bureau of Labor Statistics in cooperation with the Shipbuilding Wage Adjustment Board and the Emergency Fleet Corporation shows that expenditures per family for clothing showed an increase in 1917 of 51.33 per cent over 1914; expenditures for furniture and furnishings an increase of 49.84 per cent, for food of 54.41 per cent, for housing of 2.60¹ per cent, for fuel and light of 21.54 per cent, for miscellaneous purposes of 43.81 per cent. For the whole 512 families studied, expenditures in 1917 showed an increase of 43.81 per cent over those for 1914. It is from a community of this character, with a rapidly increasing population and with industrial wages also rising rapidly, that the following actual cases have been taken.

A fifth-grade woman teacher, of ten years' experience, salary \$682.50 a year (\$65.00 per month, 10½ months a year), accepted a clerical position in a shipbuilding establishment at \$1144.00 a year (\$22.00 per week, 52 weeks a year).

A special teacher of drawing in intermediate grades, at a salary of \$682.50 per year (\$65.00 per month, 10½ months a year), accepted a clerical position, taking charge of pay-rolls, in a shipbuilding establishment at a salary of \$900.00 per year (\$75.00 per month, 12 months a year). This teacher, a woman of thirty-seven years of age, had taught successfully for fifteen years. Her only preparation for a business career was a brief course which she had once taken in a business school and two summers spent as bookkeeper at a summer hotel. Nevertheless her services were welcomed by the shipbuilding company and an increase was promised beyond her initial salary of \$900.00.

A drawing supervisor, woman, of nine years' experience, salary \$1050.00 per year (\$100.00 per month, 10½ months per year), accepted a position with a large chemical concern at a salary of \$1250.00 per year, with a further increase of \$200.00 per year promised.

A woman teacher in the grades, thirty-four years old, of ten years' experience, salary \$577.50 (\$55.00 per month, 10½ months per year), had taught in a school in the Italian section of the city where she had given most useful service and was greatly beloved by the children and parents. She possessed the qualifications not only of a teacher but of a social worker as well. Fond of her profession, she attended summer session in normal school at her own expense for two years to secure a higher certificate. Although anxious to continue teaching she *found it impossible to maintain a standard of living* under stress of the higher prices of 1916 and 1917. Very reluctantly she accepted a position in the office of a shipbuilding concern, at a salary of

¹ The small percentage of increase for housing is probably due to the fact that these families have resided in the district studied for some time. As old tenants their rents have not been raised so rapidly as in the case of newcomers. Certainly it is true that rentals of many properties in this city have advanced 50 to 100 per cent since 1914.

\$1040.00 a year. She found readjustment to new duties less difficult than she had anticipated, and she is under no such strain or responsibility in her new work as in the schoolroom of a crowded foreign section of the city.¹

In addition to the demands of shipbuilding and munition making, the teachers of the city referred to above have recently received a blank form, sent out by one of the largest railroad corporations in the country, inquiring into any qualifications they may possess for any form of railroad work and requesting them to register for possible future employment. One interesting question propounded in the inquiry blank is, "If satisfied, will you remain in the service of the company?"

To meet the probable resignation of experienced teachers in this community and in others similarly circumstanced, it was proposed at the superintendents' convention recently held in Atlantic City that girls who have just graduated from high school might be employed, in case they could spend a summer in pedagogical preparation. After meeting the expense thus entailed those able and willing to do so might receive appointments at \$45.00 per month, payable 10½ months annually.² Considering that in this community there is eager competition among a number of large industrial concerns for the services of unskilled women workers at wages of from \$15.00 to \$18.00 per week, and that girl munition workers of slight experience may easily earn \$20.00 per week on a piecework basis, it does not seem likely that there will be any great demand, even by scantily prepared high-school graduates, for teaching positions. In rural communities, doubtless, this kind of teaching material would be more largely available.

In this connection a story recently circulated regarding the attitude of a publishing house engaged largely in the textbook business shows what may be expected in the near future. A representative of this publishing firm, delegated especially to visit college and university professors and ascertain what texts they were producing or could be induced to write, was recently met with the query, "What sort of books does your firm want?" To this the agent of the publishing house replied:

We are not in the slightest doubt as to what kind of textbooks we want for the near future. We want the most elementary treatises that can be written. We want A-B-C books. Books that presuppose a minimum of intelligence on the part of the teachers. Books that will teach themselves. In short, fool-proof books. And we want this kind of textbook because we realize that with present prices and present salaries we are going to have to deal with just that type of teacher for the next ten or fifteen years.

The same problem, from a wholly different angle, is suggested by the story of a high-school girl who was encouraged by her aunt to continue her education in college so as to prepare for teaching. The aunt had been teaching some twenty years and was getting only about \$500 a year as a

¹ The cases of individual teachers cited above were supplied by Miss Lillian Dannaker, supervising principal, Chester Schools, Larkin School Building.

² In Pennsylvania the minimum state salary for provisional certificate is \$45.00.

salary. The young high-school girl replied to her aunt, "Why should I go to college to prepare to be a teacher when I can get right now by working in a mill more than you are making when you have been teaching for twenty years?" The high-school girl might have added that she could get employment the year around in a mill and could get employment for only eight or nine months in school teaching. The superintendent of schools at Benld, Ill., reports that he excuses two or three boys in the grades at three o'clock every day to work on the "second shift" at the mines. They work from 3.30 to 11.30 P.M., make \$3 to \$5, and attend school also. Mr. Elmer Coatney, a teacher in the Benld Township High School, recently urged a boy who had left school to work at the mine to return to school. He endeavored to convince the boy of the need and value of an education. But the boy replied, "Mr. Coatney, I am making more money without an education than you are making with one." This is the truth, although Mr. Coatney is paid \$100 a month, which is more than the average wages of high-school teachers in that locality.

Remember that these districts are doing the best they can under the present legal limitations on the tax rate.

As a result of the increase demand for their services a spirit of unrest, entirely natural under the circumstances, has taken possession of the teaching staff of many cities. There is a widespread inclination to try out the opportunities for industrial employment during the coming summer. Those who find the change advantageous will resign within the time limit fixed in their contracts toward the end of the coming vacation. Not until schools reopen in the fall of this year, therefore, will the full extent of the industrial draft be apparent.

Only a part of those who experiment with industrial employment will abandon the profession of teaching. A comparison of the advantages and disadvantages of the two methods of earning a livelihood may throw some light on the probable number of resignations from the teaching staffs of industrial centers. In most business establishments the hours of work are from 8:00 A.M. to 5:00 P.M., with one hour for lunch. The hours which the teacher is required to spend in the classroom are indeed much shorter, but when one counts in the additional duties performed by a teacher out of hours—such as preparing lessons, grading papers, and meeting the innumerable professional demands, direct and indirect,¹ upon her time—the advantage which she enjoys in this respect is comparatively slight. Moreover, it is generally admitted that the nervous strain and burden of responsibility carried by the industrial worker of corresponding salary are much lighter. Of course the teacher's vacation periods are considerably longer than those which are customary in industry. However, industrial employes are sometimes given full pay for the customary two weeks allowed during the

¹ See "The Teacher's Working Day," *Report of the Committee on Teachers' Salaries and Cost of Living*, pp. 138-56. Published by the National Education Association in 1913.

summer. True, the teacher has two months or so of summer vacation, but without pay, and if dependent wholly on her own resources she sometimes finds it difficult to meet current expenditures during this period. Moreover, required professional training in summer schools, normal schools, etc., makes considerable inroads into the apparently long vacation she enjoys.

Much is made, perhaps too much, of the alleged better social position enjoyed by the teacher as compared with the industrial employe. However, a better social position without the means of maintaining the standard of living associated therewith in the public mind becomes a burden rather than an advantage. Often it leads to pitiful little economies, unworthy shifts and devices that harm one's health, lame one's self-esteem, and reveal themselves to the scornful laughter of the prosperous and unfeeling.

Much has been made also of the greater social service rendered by the teacher. It is a thoroly justifiable appeal, perhaps the highest that can be made to those qualified for the duties of our profession, and in response to this appeal such heroines of real life as Deborah of Ernest Poole's *His Family* will continue to give themselves to the care of their big school families. But this is no longer the age of asceticism. Nor is there any necessary logical connection between the call of social service and poverty. Finally it must be emphasized that at the present time and so long as the war shall last many industries may make a direct and energetic appeal to the patriotism of their workers, just as the teaching profession has always done. This is preeminently true of farming, shipbuilding, and the many branches of munitions making. The former advantage which teaching enjoyed in its broad appeal for patriotic and social service is therefore shared for the time being by many industries which are competing for the services of teachers.

Finally, when it comes to a comparison of tangible rewards all the advantages are on the side of industrial work. The latter usually offers a substantial increase at the beginning over the salary of the teacher. It may not offer such security of tenure as teaching, but for an indefinitely long period in the future industry as a whole is likely to expand. Besides larger initial salaries, promotions in industrial employment are likely to come more frequently, and when they do come they usually bring with them much more substantial increases of salary than those promised by the average schedule of teachers' salaries, with its theoretically admirable but personally somewhat invidious groups, grading, experience, and efficiency ratings. At a time like the present, with new higher price levels recorded from day to day, the likelihood of occasional substantial raises of pay possesses an appeal much stronger than during periods of stable prices. All things considered, therefore, industrial employers are in a position to make a much stronger bid for the services of teachers than ever before. And the economic qualities of teachers are precisely such as to make them especially desirable employes.

They possess a greater share of native intelligence than most applicants for such positions; their education is considerably better; they do not expect to maintain excessively high standards of living and consequently are satisfied with moderate salaries; and finally they are thoroly dependable workers, capable of accepting heavy responsibilities and trained to stick to a job until it is completed. In the light of these admirable industrial qualities it is not strange that various kinds of business have begun to seek recruits for their working forces from the ranks of school teachers.

THE QUESTION OF METHOD

The two factors already considered, rapidly increasing prices and widened opportunities for employment, have brought about an acute economic crisis so far as teachers are concerned. They are inexorably forcing out some teachers, while many others are being attracted into business enterprises by the lure of new industrial opportunities.

Under the stress of these economic forces the question of the unionization of teachers has naturally come into prominence; indeed, such a movement for the union of teachers in affiliation with the American Federation of Labor has recently been making rapid progress. Nowhere is this more apparent than in the city of Washington. In Washington teachers have been drafted from the schools into many branches of the civil service by the simple process of taking civil service examinations. Teachers whose minimum salary is \$500 are metamorphosed into government clerks at a salary of \$1200. The result, not unnaturally, has been a demand for a large increase of teachers' salaries, say from the minimum of \$500 to \$1000. This demand has been presented very ably and effectively by the unions of school teachers in Washington, and they have organized in its behalf a very effective and sympathetic propaganda.

The movement has spread rapidly. Of recent date, a roster of local unions includes the names of twenty-four such bodies. Not only large cities such as New York, Chicago, and Washington are represented, but also cities of the second class such as Chattanooga, Scranton, Schenectady, Gary, Valparaiso, Norfolk, Va., and Vallejo, Calif. The literature of the unionist organizations is conservative in tone. One need not be disturbed by the fear that they will resort to undignified and violent measures. Unions formed of American teachers may be depended upon to pursue a wise, patient, and purely democratic policy. Moreover, what the teachers of the country are asking of the people—their ultimate employers—is not askt in selfishness but in the widest interest of the people themselves. Public schools are the chief bulwark of liberty. If the teachers of the country are ruined economically the schools will fail and democracy itself will be imperiled.

The economic crisis which confronts teachers now is so great and so immediate that it seems altogether unlikely that the advocacy of higher

salaries for teachers is likely to be overdone in the near future. It is true that agitation for wage increases during war times should be made only after due deliberation and on the most compelling grounds. But it is certain that the teachers of the country are justified in taking such action at the present time. Nor is there the least likelihood that such increases as they may secure will be unduly high. In no sense will teachers become war profiteers. On the contrary the strongest cooperation of all effective means for the raising of salaries will hardly avail to secure adequate results even to the extent of restoring to them the purchasing power which they possess in 1915.

While many of us are strongly inclined to favor agitation within strictly professional lines rather than along the lines associated with the labor movement, we must recognize, however, that in certain communities the union method may be the better method. At least we must be prepared to welcome the cooperation of the new method in every feasible way. The National Education Association should therefore make special study of the progress of unionism among teachers, the methods employed, and the possibilities of cooperation therewith, and publish a report on these topics for the guidance of its members and teachers everywhere in dealing with this new form of organization. Manifestly in those communities where teachers' unions are formed such unions are likely to become very effective centers for propaganda in favor of higher salaries for teachers. Merely by cooperating with the unions along statistical lines the National Education Association should be able to render valuable service without unnecessarily indorsing all the methods which the unions may decide to use in furthering their own interests.

At the present moment the three great material issues confronting teachers, namely, salaries, tenure, and pensions, have shifted largely in importance, as compared with the year 1914. Of the three, salaries are much the most important and are likely to remain so for an indefinitely long time. As for tenure, instead of teachers worrying about that subject, it is the school boards and superintendents of the country who have to worry lest they may not be able to retain their teaching staffs. With teachers leaving in large numbers for industrial and other employment, pensions cease to be of any great interest for the time being. The situation is a difficult one. Only by boldly and resourcefully standing out as leader of the teaching profession in this emergency can the National Education Association justify its existence and guarantee its future. Indeed it is only by such a policy, pushed sufficiently to secure large advances of salary, that the National Education Association can hold teachers to the professional point of view and to professional methods of taking action in their own interest and the interest of the community. Otherwise unionism will dominate the situation, as indeed it should if it proves the only means to rescue the teaching profession from economic deterioration. For it

must be rescued from the impending bankruptcy if it is to continue to perform the great, aye, the indispensable, function which has been intrusted to it by the democracy of America.

HOW IS THE MONEY TO BE OBTAINED TO PAY ADEQUATE SALARIES TO TEACHERS?

I

How is the money to be obtained to pay adequate salaries to teachers? The 1913 report of the Committee of the National Education Association on Teachers' Salaries and Cost of Living proved in detail, what many would have been willing to admit without asking for figures, that even before the war the teachers of the country were inadequately paid. But the war, as the preceding section of the present report amply demonstrates, has turned a situation that was bad into one that is critical. Something immediate and radical must be done or there is danger of educational collapse.

School officials, as a rule, recognize this danger and are willing enough to pay better salaries to teachers. But their pertinent question is, "Where is the money to come from?" This is a practical problem that must be answered in a practical way. Before taking it up it is desirable to know how much money will be required, first, to meet the needs of our existing school system in the present emergency; secondly, to extend the scope of public education to meet twentieth-century demands; and, thirdly, to pay adequate salaries to the teachers. It is necessary also to know what has already been done toward obtaining the necessary funds.

In order that the committee might have up-to-date information concerning what has been done, and opinions from all over the country as to what should be done, the following questions were sent to each state superintendent.

1. About what percentage of increase of teachers' salaries, including supervisors and city, town, and county superintendents, is necessary to meet present war conditions:

a) Elementary and rural teachers?

b) Other persons engaged in public-school work?

2. Approximate amount expended for salaries in your state according to last report:

a) Raised by local taxation.

b) Appropriated by the state.

3. Are the laws of your state such that local communities can levy and collect sufficient funds to pay adequate salaries to teachers:

a) In rural communities?

b) In towns and smaller cities?

c) In large cities?

4. Are there adequate funds available for additional state support?

5. State briefly the means that are being taken in your state to secure adequate funds for teachers' salaries to meet the present emergency.

6. Do you favor national aid to the different states?

(A bill is being prepared by the National Education Association Commission providing for the appropriation by Congress of \$100,000,000.00 for this purpose.)

Replies have been received from more than half of the state superintendents representing every section, and their answers have been tabulated in brief form (see Appendixes I and II).

If we consider the answers to the first question, we find that in order to meet war conditions it is necessary, in the opinion of the state superintendents, to increase the salaries of elementary and rural teachers from 10 to 50 per cent and those of high-school teachers, supervisors, town, city, and county superintendents from 10 to 50 per cent. If a rough average is taken, the state superintendents recommend that elementary and rural teachers should have their salaries increase about 33 per cent and all others about 20 per cent. According to the published statistics (1914-15) the aggregate amount expended for teachers' salaries in the United States was \$345,006,445.¹ Therefore, according to the estimate of the state superintendents, it will require from \$100,000,000 to \$115,000,000 to meet the present emergency on account of the rapid increase in the cost of living.

But there is another and a better way of approximating the amount of money required to meet the war emergency. On April 30, 1918, the Railroad Wage Commission of the United States made a report to the Director General of Railroads relative to the wages of railroad employes and the cost of living. "We have had a most exhaustive study made of the cost of living today," says the Commission, "as contrasted with the cost of living in the latter part 1915. . . . To our mind it conclusively establishes two things: (1) that the cost of living has increased disproportionately among those of small incomes, and (2) that there is a point up to which it is essential that the full increase cost shall be allowed as a wage increase, while from this point on the increase may be gradually diminished."² As a result of this study the commission made a table setting forth the rate of increase of all wages up to \$250 per month, the "vanishing-point" so far as increases are concerned. This table provided the following:³

Monthly Wages	Percentage of Increase
Under \$ 46	103 -44*
\$ 46- 79	43 -41
80- 100	40.44-31.75
100- 200	31.29- 8.375
200- 250	8.26-0

* The increase was \$20 per month.

Applying these schedules to the salaries of teachers and changing monthly wages into yearly salaries, we have calculated the increases which it would be necessary to make in order that the financial condition of the teachers in 1918 might be as good as it was in 1915. *The amount is \$166,094,211,*

¹ *Report of the United States Commissioner of Education for 1917*, II, 54. The aggregate salaries for 1915 are taken instead of those for 1916 (\$364,789,265, on p. 81 of the same report) because the percentage of increase in wages of railroad employes is calculated on the 1915 basis by the Railroad Wage Commission. See *Report of Railroad Wage Commission to the Director General of Railroads*, Washington, 1918.

² See *Report of the Railroad Wage Commission for 1918*, p. 15.

³ *Ibid.*, pp. 20-26.

or an increase of 45.3 per cent. See Appendix III for detailed statement by states.

But what about the extension of the public school system? What amount of money will be needed to bring our education up to the level of twentieth-century demands?

There is space here to enumerate only a few of the most pressing of the educational questions with which we are face to face. Our foreign-born population must be Americanized. The widespread prevalence of illiteracy must be reduced to a minimum. Industrial education, in which we have as yet made scarcely a beginning, must be extended; our entire industrial future is contingent on it. An adequate system of physical education must be established and developed; the health and vigor of our people, perhaps the very endurance of the Republic, depend upon it. The school term in a majority of the states must be lengthened. Better attendance laws must be enacted, and more effectively enforced. This last point is a matter of prime importance, the fact being that, altho the average school term in 1916 was eight months (160.3 days), yet the average daily attendance of all of the pupils enrolled was only six months (120.9 days). There were sixteen states in which the average attendance was less than five months and one in which it was only 72.9 days.¹

The matter of illiteracy deserves a special word owing to conditions recently revealed in a letter of Secretary Lane addressed to the President of the United States and to the chairmen of the educational committees of the House and Senate. The letter states:

"The war has brought facts to our attention which are almost unbelievable and that are in themselves accusatory. There were in the United States in 1910, 5,516,163 persons over ten years of age who were unable to read or write in any language. There are now nearly 700,000 men of draft age in the United States who cannot read or write in English or any other language. Over 4,600,000 of the illiterates of this country were twenty years of age or more. . . . The percentage of illiterates varies from 1.7 in Iowa to 29 in Louisiana. In the first draft between 30,000 and 40,000 illiterates were brought into the army, and approximately as many more near illiterates.

They cannot sign their names.

They cannot read their orders posted daily.

They cannot read their manual of arms.

They cannot read their letters or write home.

They cannot understand the signals or follow the signal corps in time of battle."

The urgent necessity for reducing illiteracy is further emphasized by the fact that the *number of illiterates* actually increased in *sixteen states* from 1900 to 1910. These states are all in the North and West and comprise several of the greatest states in the Union—New York 27.6 per cent, Pennsylvania 18.3 per cent, Illinois 6.5 per cent, Massachusetts 5.6 per cent, New Jersey 31.0 per cent, Connecticut 24.9 per cent, California 27.0 per cent, and the *state of Washington 44.7 per cent*. Altho the South still

¹ See *Report of the United States Commissioner of Education for 1917*, II, 75.

has a very high per centage of illiteracy, yet the density of illiterate population in the great manufacturing states of the North exceeds that of the states in the Black Belt of the South. The former has 9.8 illiterate persons to the square mile, the latter 7.1 to the square mile.¹

The bare enumeration of these facts shows that the scope of education must be greatly extended. What will it cost? No one knows. Perhaps \$75,000,000 a year, perhaps more. But it must be done, cost what it may.

So far we have considered only what amounts of money are necessary to meet the war emergency due to the high cost of living and to extend the necessary scope of education. To rescue the profession of teaching from bankruptcy will require \$330,000,000 to \$400,000,000 in addition to the amounts named above. Few persons have ever taken the pains to study the financial condition of the public-school teachers of the United States. No one has ever made an exhaustive study of the distribution of salaries, but until such a study is made, it is impossible to present the facts in their true light. The best we have are averages, and we use those for 1914-15. But the mere statement of these averages is pathetically eloquent.

The average salary for all of the 622,321 public-school teachers in 1915 was \$543.31.
That is, \$1.73 per working day thruout the year.

That is, \$1.48 per living day thruout the year.

There was not a single state in the Union in which the average salary of the teachers was \$1000.

There were only two states, California and New York, in which the average salary of the teachers exceeded \$900.

There were only three other states, Washington, New Jersey, and Massachusetts, in which the average salary of the teachers was between \$800 and \$900.

There were only three other states, Nevada, Arizona, and Rhode Island, in which the average salary of the teachers of each was between \$700 and \$800.

But that is not all of the story.

There were twenty-nine states in which the average salary of the teachers was *below* the average for the United States.

There were twenty-three states in which the average salary was below \$500.

There were twelve states in which the average salary was below \$400.

There were three states in which the average salary was below \$300.

There was one state in which the average daily wage was 64 cents!

If these are averages of all teachers, including principals and superintendents, what must be the economic condition of more than 350,000 of the poorest-paid teachers of the United States!²

But the foregoing statistics represented conditions in 1915. What are the present conditions relative to the salaries of teachers?

For the most part we do not know. The most roseate optimist we have heard of says that salaries have advanst 10 per cent within the last three

¹ For charts and tables relative to illiteracy see Appendixes IV and V.

² These statements are based on the table of statistics found on p. 50, Vol. II, of the *Report of the United States Commissioner of Education for 1917*. For detailed statement by states see Appendix III.

years. If that is true, the average daily wage of the teachers in the United States is now \$1.63 instead of \$1.48.¹

But we do know something definite about the present salaries of the élite of our profession, the salaries of the teachers in 320 cities of the United States. These data have been collected within the last sixty days by the National Education Association Commission on the National Emergency. These data have been collected in such a manner as to show the number of teachers receiving salaries of different amounts. The actual facts are these:

The median salary for 59,020 elementary teachers in the city schools is \$816.19.

The median salary for 3779 intermediate teachers in the city schools is \$899.42.

The median salary for 13,976 high-school teachers in the city schools is \$1249.50.

There are 19,017 teachers, including 338 high-school teachers, in the city schools who receive less than \$700 per year.

There are 2931, including 33 high-school teachers in the city schools, who receive less than \$500 per year.²

While we do not know the worst conditions relative to teachers' salaries, yet this study shows the actual condition of the *best-paid group of teachers in the United States* to be bordering on bankruptcy.

But what was a living salary in 1915? What is a living salary in 1918?

Here again we must rely on the Railroad Wage Commission, which says:

This study of the cost of living was not made from paper statistics exclusively, by the gathering of prices, and comparison of theoretical budgets. It was in no inconsiderable part an actual study from life. . . . Roughly, it may be said that the man who received \$85 a month on January 1, 1916, now needs 40 per cent additional to his wage to give him the same living that he had then. Below that wage a larger percentage must be allowed, because the opportunity for substitution and other methods of thrift decline almost to the vanishing-point, while above that wage a growing proportion of the increase will go to those things essential to cultured life but not essential to actual living.³

WHAT CONSTITUTES A MINIMUM WAGE AND A FAIR WAGE FOR TEACHERS?

Estimates have been made by charity workers and others of the amount of earnings needed to keep a family above the pauper or poverty line. In 1900, John Mitchell, of the United Mine Workers, stated that a minimum wage of \$600 a year was necessary for a worker in the anthracite region. At about the same time the New York Bureau of Labor estimated \$10 a week or \$520 a year as an amount adequate for the necessities of a city workingman. Dr. E. T. Devine, Secretary of the Charity Organization Society of New York City, estimated \$600 as the minimum. Another charity official of New York City considered \$624 a minimum necessary for a family of five. About the same time the Massachusetts Bureau of Statistics estimated \$724 as a fair living wage for a family of five. These

¹ The average salary of all teachers in 1916 was \$563.08, or an increase of 3.6 per cent (see *Report of the United States Commissioner of Education for 1917*, II, 77). The National Education Association Commission reports 23 cities, representing 10,340 teachers, which report no increase at all. See Appendix VI. The United States Commissioner of Education has forwarded to this committee data from 108 cities, showing that the increases have not been general. It is difficult to make estimates from such data. See Appendix VII. For conditions in Missouri see Appendix XI.

² For table giving distribution of salaries of teachers of 320 cities, see Appendix VIII.

³ *Report of the Railroad Wage Commission*, p. 16.

estimates were all made for a period in which prices everywhere were materially lower than in 1915. Furthermore, they were not estimates of an ideal standard of comfort for workingmen but represented the amount which was considered necessary to keep the families of the individuals concerned without providing any surplus for luxuries or comforts.

NOTES ON WHAT CONSTITUTED A LIVING WAGE FOR TEACHERS IN THE
YEARS 1915-18

While the *Report of the Railroad Wage Commission* does not attempt to say what sum represents a living wage for all the railroad men of the country, it does attempt to show how much of an increase in wages will be necessary in order to enable the members of the different wage groups to secure approximately the same returns in 1918 as in 1915. It is manifestly unfair to compare the earnings of the teachers of the country with the earnings of a heterogeneous group like the railroad employes of the United States. It would seem more appropriate to compare teacher's salaries with the returns of some one of the groups of railway workers, like that of the engineers, or conductors, or even of the brakemen. On page 18 of the report of the eight-hour commission, the statement is made that "the typical earnings of an eastern freight engineer was around \$180 a month, and that of the eastern freight brakeman, \$100 a month." According to the table found on the same page, typical earnings of freight brakemen in the southern and western section would be about the same as those in the eastern division. The skill required and the degree of intelligence necessary to become a railroad brakeman cannot compare with the skill and intelligence of a teacher; and a comparison of the earnings of the two classes is therefore, if unfair at all, unfair to the teacher. On the other hand the average wages of all the railway wage earners is not a good criterion since the majority of railroad employes are very low grade, unskilled labor like section hands, teamsters, and porters. Their pay being very low tends to bring down the average of all railroad employes, whereas those branches of the service which really require skill or brains are paid at very much higher rates. If the wages of a typical freight brakeman are around \$100 a month is it unfair to assume that the typical teacher ought to receive at least \$85 a month? If we assume that this was a fair salary in 1915 for the average teacher of the country his annual salary would have amounted to \$1020 a year.

The man who received \$85 per month, or \$1020 per year in 1915, should, according to the report, have a 40 per cent increase, or \$1428, in 1918.¹

¹ The Railroad Commission made a study of the budgets of 265 families in different parts of the United States (p. 93):

15 families, income of each less than \$600, deficit.....	\$ 2647.95
105 " " " " " from \$600 to \$1000, deficit.....	9991.15
145 " " " " " \$1000 to \$2000, deficit.....	149.20

Total deficit for 265 families.....\$12,788.20

This shows that the living wage for a family is not reached until the income is well above \$1000.

With all the demands made upon teachers, "cultural" as well as those for the "essentials of actual living," their increases in salaries should be as great as those of railroad employes. On this basis the teachers should have received in 1915, not \$543, but \$1020 a year, that is a total, not of \$345,000,000, but of \$648,000,000. On the same basis, according to the Railroad Commission, they should receive in 1918 an average of \$1428, or a total of \$907,000,000, in order that the average salary may be a living salary.

But cost what it may, teachers should receive not only a living wage but salaries sufficient to enable them to live respectably, to keep abreast of the times professionally, and to lay by something for old age. This is not only reasonable but necessary if the schools are to fulfil their mission. Your committee therefore submits for the indorsement of the National Education Association the following:

TENTATIVE PROGRAM ON SALARIES

1. An immediate increase in the salaries of all teachers sufficient to meet the increase in the cost of living, these increases to be made on a sliding scale, that is, those receiving the lowest salaries to be given the largest percentage of increase.
2. A minimum salary for all teachers, rural and urban, which will enable them to support their families twelve months in the year.
3. A scale of increases in salary from time to time which will provide teachers with a reasonable assurance of a remuneration which will enable them to live appropriately without embarrassment, and which will also enable them to lay by something for old age. The compensation should be sufficient to warrant young men and young women of first-class ability to prepare themselves properly for teaching and to remain in the profession after they have once entered it.
4. After a reasonable probationary period and proper certification, tenure of position during efficiency, with a fair chance of advancement to positions of greater importance and emolument.

II

How can the funds be obtained to carry out such a program? Let us consider only three items:

Amount paid teachers in 1915.....	\$345,000,000
Amount necessary, according to Railway Wage Commission, to meet increase cost of living in 1915.....	303,000,000
Additional amount, required to pay living salaries to teachers in 1918	259,000,000
Amount required to extend scope of education (near future) . . .	75,000,000
Total.....	<u>\$982,000,000</u>

If we study the replies of the state superintendents to questions 2 and 4, as given above (p. 22), we find that the money for teachers' salaries comes (1) from state support and (2) from local taxation; that there is no uniformity among the states as to which of these two parts should be the larger; that some states, like Kansas, give no state support whatever,

while others, like Pennsylvania, give millions.¹ We find, moreover, that almost without exception there are no additional state funds available for school support until there is further legislation.² This means that in most states there is for the ensuing school year but one way to raise the large sum of money needed for the immediate emergency, and that is by *local taxation*.

The answers to question 5, regarding the measures adopted to meet the present emergency, are set forth in Appendix II. They are worthy of careful study.

An examination of these answers makes it clear that with the exception of Delaware, Maryland, Maine, Massachusetts, Pennsylvania, and a few other states *nothing* has been done by the legislatures to meet present emergencies. In fact, only a few legislatures have been in session since war was declared. It is evident then that if funds are to be obtained at all for the next school year they must be raised in most states by local taxation. *But except in the wealthiest communities, to increase local taxation in one year sufficiently to raise enough money to increase teachers' salaries 45 per cent is an impossibility.* The reasons for this are two. In the first place, ~~tax~~ officials dare not raise the rate so much at a single bound. In the second place, legal restrictions in many states forbid the levying of such a tax rate. The answer "No" to question 3 shows the states where these legal obstacles exist. Salaries, in most places, will be increased more than usual this year, but anything approaching a general increase of 45 per cent is out of the question until there are radical changes in those state laws that at present bar the way.³

But even legislation by the different states will not provide sufficient funds to carry out the program as outlined above without imposing undue burdens of taxation on the people in many states.⁴ The fact is that our present system of school support is breaking down in the present crisis and must give way to a new one. And the only new one in sight is the *system of national aid*. The adoption of this system will involve, not only legislation on the part of Congress, but an almost complete change of policy of public education on the part of the nation. To bring these changes about will require the compelling force of an aroused public opinion. Not a moment

¹ Pennsylvania gives \$18,000,000.

² See Appendix I.

³ The United States Commissioner of Education has just compiled statistics relative to the salary increases in 108 cities located in 27 different states. See Appendix VII. His report shows salary *schedules*, minimum and maximum, rather than *actual salaries paid*, yet even these schedules show that in many cities the increase is very small or that there is *none at all*. The Commission on National Emergency furnishes a list of 23 cities which report no increase at all (Appendix VI). Appendix IX, furnished by Grace C. Forsythe, shows increases in teachers' salaries in certain cities; also increase in wages in certain industries.

⁴ There is no sort of correlation between the wealth of a community and the number of children to be educated. This is true to a less degree in states than in school districts, yet in some states there is nearly six times as much wealth per teacher as in others, e.g., Nevada has \$671,816.56 of taxable wealth for each teacher and North Carolina only \$117,947.33, or approximately only one-sixth as much. For the average amount of wealth per teacher for each state, see Appendix X.

must be lost, therefore, in bringing this issue in the most forcible manner to the people's attention.¹

Fortunately for the success of the proposed change the system of national support can be justified on other grounds than that of necessity in an emergency. Even if national aid were not in itself desirable, it would have been resorted to to save the situation. In the unanimous opinion of the committee, however, national aid *is* desirable and can be advocated, therefore, on the double basis of practical necessity and soundness of principle. In fact, a study of the history of the systems of school support in America abundantly proves that, however great the change in policy which the method of national aid seems to involve, it is entirely in harmony with the evolution of our public-school system, a natural next step in its development, a step which, if wisdom had prevailed, would have come in the near future even without the war. The briefest summary of the development in question will make this plain.

EVOLUTION OF THE SYSTEM OF SCHOOL SUPPORT

Historically considered, public-school support began with the levying of a local tax in the district to pay the tuition of indigent children. Then permission was granted by law, whereby the voters of a district might tax themselves to support a public school for all of the children of the district. Next the privilege was extended to the residents of a town or township. Then the taxing unit was enlarged so as to embrace a county, as in many parts of the South and West. And finally, in most of the states, a tax is now levied on the ratables of the state to aid in school support.²

The theory is that education is for citizenship and that citizenship is a concern of the state; that all of the taxable wealth of the state, therefore, should be taxed to educate all of the children of the state. Until now this is as far as the evolution has extended in practice except in reference to vocational education.

But primarily persons are citizens of the United States, but only secondarily of a state, and never of a community alone. When a foreigner takes his oath, it is to the United States that he swears allegiance. The nation first, the state second, demands military service and may require its citizens to lay down their lives to defend the nation, or to protect life and property in the state. The nation, as well as the state and the community, is interested in the education of its citizens. The very existence of the Republic depends on the intelligence and virtue of its citizens. The appalling facts concerning illiteracy and the dangers, of which the war makes us acutely

* "The local policy [of school support] is hopelessly obsolete because (1) it is unjust, (2) it is unreasonable, (3) it is impossible. Unjust because communities differ so widely in their ability to raise money; unreasonable because the burden of a state and nation is laid upon the town or city. Finally and most practically important, the adequate support of schools by local taxation has been wholly impossible."—Henry C. Morrison, State Superintendent of Connecticut, *Journal of Education* (April 25, 1918), p. 452.

* It does not follow that each state has passed thru all these stages of evolution. Iowa and several other states depend almost entirely upon local taxation for school support.

aware, from our foreign-born population show that the nation will neglect the education of its citizens at its peril. It is the manifest duty of the nation to see to it that proper systems of education are maintained in all parts of the Republic *and to help pay the bill*. This recognition should have been granted and this obligation assumed long ago. Our system of school support is breaking under the strain of the war. To save our education the next step in the evolution of this system must be taken.

But this step, so far as the nation is concerned, is not as great as it may at first seem to be. From the early history of the Republic until the present time Congress, in various ways, has encouraged public education and has rendered financial aid.

In 1785 Congress adopted an ordinance relating to the Northwest Territory providing for the reservation and sale of "lot numbered 16, of every township for the maintenance of public schools thruout the township."

In 1787 this ordinance was confirmed. This reservation and grant mark the commencement of a policy since uniformly observed.¹

In 1803 Congress further provided that all states in the Mississippi Valley should share in the educational privileges of the ordinance of 1787.

In 1848 the grant of land was raised to two sections.

In 1896 Utah received four sections.²

In 1836 Congress provided for the distribution of the surplus revenue in the United States Treasury. Thirteen of the states devoted part or all of their quota to educational purposes.

In 1850 Congress granted to the several states the proceeds arising from the sale of certain swamp lands. Some of the states used this money to increase their school funds.³

In 1862 the first Morrill Act was passed by Congress allotting to the different states 10,929,215 acres of land. The proceeds arising from the sale of these lands form a permanent fund. The interest from this fund goes to help support state agricultural colleges. In 1916 the income from this source was \$916,151.

In 1890 the second Morrill Act was passed, and in 1907 the Nelson Act was passed creating what is known as the Morrill-Nelson fund—\$2,500,000 is paid annually from the United States Treasury in aid of colleges of agriculture and the mechanical arts.⁴

In 1917 the Smith-Hughes Act was passed. This act provides a scheme of cooperation between the federal government and the states for the

¹ It was unfortunate that Congress did not specify that these lands should never pass out of the hands of the school authorities but should be held in perpetuity for the use of the public schools. In some localities it is difficult to find out what ever became of the funds obtained from sale of these lands. In Chicago there was a section of school land in the very heart of the city. Most of this land has been sold, or leased for ninety-nine years without revaluation. If these lands were still owned by the schools and properly managed, the income would be sufficient to pay the salaries of all teachers of the city.

² Cubberley, *School Funds and Their Apportionment*, p. 57. Teachers College, Columbia University, 1906.

³ *Ibid.*, p. 58.

⁴ *Report of the United States Commissioner of Education for 1917*, II, 375.

promotion of vocational education in the fields of agriculture, trade, home economics, and industry.

Under this act the federal government does not propose to undertake the organization and immediate direction of vocational training in the states, but it does agree to make from year to year substantial financial contributions to its support. This cooperation of the states with the federal government is based on four fundamental ideas: first, that vocational education being essential to the national welfare, it is the function of the national government to stimulate the states to undertake this new and needed form of service; second, that federal funds are necessary in order to equalize the burden of carrying on the work among the states; third, that since the federal government is vitally interested in the success of vocational education, it should, so to speak, purchase a degree of participation in the work; and fourth, that only by creating such a relationship between the central and the local governments can proper standards of educational efficiency be set up.¹

In this act the federal government recognizes that a *certain kind of education is essential to national welfare*, and that *federal funds are necessary to equalize the burden in carrying on the work*. The next step is for the federal government to recognize that *public education in general is essential to national welfare* and that federal funds are necessary, not only to equalize the burden, but to make it possible to carry on the work of education and to maintain proper standards. When this principle is recognized it will be necessary only to set up the machinery for carrying out the idea, and the solution of the salary problem will be under way.

III

What, in detail, this machinery is to be is a question which naturally remains, in large measure, to be worked out. But since this Association, if it indorses the method of national aid, must be prepared to make specific recommendations and to take an active part in the reorganization and extension of the system of school support, a tentative program is demanded. The committee therefore submits the following:

1. That the management of schools remain in the hands of local authorities but that they be required to maintain standards which are fixed by law or by state and federal boards of education relative to:

- a) Buildings and equipment.
- b) Qualifications and standards of teachers.
- c) Length of school term.
- d) Proper enforcement of attendance laws.
- e) Hygienic conditions, including medical inspection.
- f) Proper provision for the education of special groups of children, such as defectives and delinquents
- g) Number of pupils per teacher, minimum and maximum.
- h) Forms of education, elementary, secondary, industrial, physical, etc.
- i) Such other requirements as may be found necessary and desirable.

2. That the local boards be required to raise by taxation at least one-fourth of the total amount required for teachers' salaries, provided that no local tax rate for this purpose

¹ Quoted from *Bulletin No. 1*, p. 7 Federal Board for Vocational Education, Washington, 1917.

shall exceed a minimum of, say, five mills (50 cents on \$100) on a fair assessment of all property in the local unit of taxation.

3. That the state provide at least one-fourth of the funds for teachers' salaries, with proper reporting and adequate inspection and supervision of accounts, to the end that all laws and regulations may be carried out.

4. That state and national funds be apportioned on a basis which will enable local school boards to maintain legal standards and to pay adequate salaries to teachers.¹

5. That federal aid be given to each state to an amount, in each case, not exceeding one-half of the salaries of all teachers in elementary and secondary schools, and that additional aid be given for special purposes, such as the education of foreigners and adult illiterates, the extension of physical education, and especially the training of teachers. This aid should be extended in such a way as to stimulate the state and local communities to maintain high educational standards.

A tentative draft of a bill extending federal aid to the different states has been prepared by the Commission of the National Education Association on the National Emergency in Education. This draft has been printed and circulated so that proper criticisms may be offered before its final formulation.

The tentative draft provides for the appropriation of \$100,000,000 a year by the federal government to the different states for educational purposes, divided as follows: \$5,000,000 for the instruction of illiterates; \$5,000,000 for teaching immigrants the English language and instructing them in the duties of citizenship; \$50,000,000 to aid the states in the improvement of public schools of less than college grade; \$30,000,000 for physical education and recreation; \$10,000,000 to furnish better instruction in teacher training.

In addition to the appropriation the tentative draft provides for the establishment of a Department of Education and for the necessary machinery for carrying out the provisions of the proposed law.

The committee approves of this draft in principle but deems the amount of the appropriation too small. The estimate of United States Commissioner Claxton of \$220,000,000 will come nearer meeting the requirements. The passage of this or a similar measure will mark a new epoch in the educational history of the nation and will place public education on a basis which will enable it to be properly financed and supervised.

IV

But many things must be done before teachers really receive adequate salaries. There is not only need for Congress to pass a law appropriating a large sum of money for teachers' salaries, but there must be appropriate school legislation in every state to supplement and make available any funds that may be furnished by the federal government. In case Congress fails

¹ This is one of the most difficult problems in the whole realm of school finance. A scientific solution of it is greatly needed. No single basis of apportionment is satisfactory. The best systems now in use are those which provide for the apportionment of part of the funds on the teacher basis, another part on the census basis, or better yet on the aggregate-attendance basis, and a third part, not so large as either of the other two (which usually should be in the form of a special appropriation), on basis of need of the poorer districts. The last provision is a necessity in order that proper standards may be maintained.

to act favorably, then it is to the state legislatures that teachers must look for additional funds. Back of these are the local city councils and boards of education. Much depends upon the action of these whether or not adequate salaries are paid to individual teachers. But back of all these are the people of the community, state, and nation, and public opinion will finally decide what is to be done and to what extent the campaign for adequate salaries will succeed. This is a time of war, a day when exacting demands are being made upon the strength, the attention, and the resources of government—national, state, and local. It is a time when people are called upon to sacrifice and to *pay, pay, pay*. Unless the people can be made to see, not only the justice of the demand, but the *necessity* for better salaries for teachers, unless they can be convinced that proper support of the schools is necessary for winning the war and for reconstruction after the war, any plans which may be formulated are doomed to failure in advance. "There are two armies for the defense of our civilization," says Dr. John Finley. "One is the army of Present Defense; the other is the army of Future Defense, and unless they both do their work well it matters little what the first Army of Defense does. It is upon both armies that civilization depends—if either fails all is lost."

To secure wide publicity, to collect and disseminate necessary information, to prepare data for educational legislation, and to do many other things which must be done, teachers must organize. *Organization is absolutely necessary to success.* There will be needed:

1. Effective national, state, and local organizations among teachers, with leaders of experience, knowledge, and social vision, and a large active membership that is willing to study and work.

2. Committees to study the system of educational support¹ and the problems of taxation in each state and to make available reliable data for use in formulating measures to be introduced in the various legislatures. In this connection public officials and the departments of education and economics in the universities and colleges can render valuable assistance thru their faculties and graduate students.

3. Organization to secure the cooperation of other organizations in carrying thru educational measures—labor unions, chambers of commerce, granges, editorial associations, women's clubs, political parties. These are the agencies whereby public opinion is created and directed, and their support may be obtained by proper effort.

4. Organization for publicity. Educational writers and speakers should be enlisted and a systematic campaign made to keep the subject before the public. *Show the people the needs of their schools and they can be relied on to see that the necessary funds are forthcoming.*

¹ Such research should include a study of methods of apportioning school appropriations in order that a scheme may be devised whereby the poorer districts may support their schools without placing undue burdens on their people.

It will also be necessary to enlist the cooperation of the United States Bureau of Education and other agencies for the collection and dissemination of accurate data relative to salaries, and to make investigations of the economic conditions of teachers in different parts of the country and publish the results obtained. By this means up-to-date material may be available continually.¹

Finally the committee wishes to call attention to the necessity of the appointment of an official representative of the National Education Association who shall devote his entire time to carrying on the work begun by the committee. This person should be a member of long experience in the teaching profession, capable of statistical inquiries, of wide knowledge of taxation for educational purposes, and fitted especially for making effective public appeal both in writing and by speech. He should be guaranteed a salary corresponding with his duties and should be supplied with a budget which will enable him to secure efficient office help and necessary printing and traveling expenses. So far as his time is not occupied by other duties connected with the whole field of employment, tenure, salaries, and pensions, it might well be given as adviser and director of local campaigns in cities and states which might desire his services temporarily. It should be the duty of this officer to keep the National Education Association constantly at the head of movements for the improvement of material conditions of teachers in this country. Such an officer should not be primarily a student of statistics. He should be an organizer and executive. Your committee is clear that not less than \$10,000 for the next fiscal year should be appropriated at once for the purpose named above. The crisis is too acute to depend longer on a volunteer committee, the members of which are already loaded with other interests. There must be at least one representative educational leader drafted to devote his entire energies to this work.

¹ The United States Commissioner of Education has kindly offered to carry out the suggestion made above. He has already collected data relative to increases in salaries in 108 cities, which is published in Appendix VII of this report.

II. REPORT ON TENURE

The chairman, in accordance with the decision of this committee to undertake a study of tenure of teachers, has secured the cooperation of the United States Bureau of Education. Commissioner Claxton writes as follows: "Mr. Hood, in this office, tells me that it will be comparatively easy to get facts of tenure laws in the several states. Most states have no laws on this subject. This office could, with a little help from your committee, compile data on this subject in a hundred cities and a hundred counties which would probably be a sufficient number for your purpose." Continuity of employment during efficiency and good behavior is essential to any sound pension system and any sound educational system.

The committee has devoted no time or special study to the subject of tenure. It is self-evident, however, that a pension system to be sound and satisfactory must require mandatory deductions from teachers' salaries, and this compulsory saving naturally tends toward permanent tenure.

One of the biggest things in the way of tenure legislation of which the committee knows is the revised state education law for New York which was past in 1917, and this law gives permanent tenure during satisfactory service, after a probationary period of three years, to all members of the teaching and supervising force except superintendents. In New York City the district superintendents of schools and the members of the Board of Examiners are included in the provision giving permanent tenure.

JOSEPH SWAIN, *Chairman*

ERNEST C. MOORE

MARGARET A. HALEY

DAVID B. JONHSON

HARLAN UPDEGRAFF

GRACE C. FORSYTHE

JAMES FERGUSON

FRANCIS G. BLAIR

JOHN W. CARR

III. REPORT ON PENSIONS

PRELIMINARY STATEMENT

The National Education Association's Committee on Salaries, Tenure, and Pensions, appointed in 1911, has published, independently or in co-operation with the United States Bureau of Education, reports on *Teachers' Salaries and Cost of Living* (January, 1913), *The Tangible Rewards of Teaching* (Bulletin 16, U.S. Bureau of Education, 1914), *Salaries of Teachers and School Officers* (Bulletin 31, U.S. Bureau of Education, 1915), and *State Pension Systems for Public-School Teachers* (Bulletin 14, U.S. Bureau of Education, 1916).

The committee has also enlisted the cooperation of the Carnegie Foundation for the Advancement of Teaching, which, in addition to its granting of pensions to university and college professors, has conducted, for a dozen years, comprehensive studies of pensions for teachers, wherever such systems exist. The president of the Foundation, Dr. Henry S. Pritchett, has placed at the disposal of the committee all of this material, together with the services of the secretary of the Foundation, Dr. Clyde Furst, and his colleague, Dr. I. L. Kandel.

These gentlemen have met in extensive conference with the committee and invited representatives from each state at the meetings of the National Education Association and its Department of Superintendence, at Detroit and New York in 1916, and Atlantic City and Pittsburgh in 1918. The reports which they prepared for these meetings, the meeting at Kansas City in 1917 and the meeting of the National Council of Education at New York in 1916, have been printed in the *Tenth*, *Eleventh*, and *Twelfth Annual Reports* of the Carnegie Foundation, which have been sent, without charge, to all teachers who requested them. Addresses on pensions, delivered by Commissioner Claxton, Dr. Furst, and the chairman of the committee, before the Association as a whole, at New York in 1916, are printed in the *Proceedings* of that meeting.

All of the material thus provided by the Foundation is brought together, completed, and rearranged in Bulletin Number Twelve: *Pensions for Public School Teachers*, which the Foundation will send, without charge, to any teacher who requests it. The committee desires to record its appreciation of the sympathetic and complete coöperation of the Carnegie Foundation, which has thus rendered a service to every teacher in the country.

TEACHERS' PENSIONS

There are many reasons for teachers' pensions. Economically the work of an organization is not effective unless there is a satisfactory method of

retiring aged or infirm workers, with the consequent freedom from anxiety concerning such risks on the part of the workers. Only a satisfactory pension system can prevent either the dismissal of aged or infirm teachers without resources, or the sacrifice of the best interests of the schools in order to continue the employment of teachers who are no longer capable. Socially, men and women of character and intelligence are willing to undertake difficult public service that is poorly paid; but it is too much to expect them also to sacrifice the prospect of security and dignity in old age and disability. Educationally there is great need to attract, retain, and advance able people in teaching as a permanent career. A good pension system helps to do this.

These facts were first apprehended in the United States a quarter of a century ago. Eight systems of pensions for teachers were founded before 1900, twenty-three in the next decade, and thirty-six since the beginning of 1910. There are now sixty-seven different systems in thirty-four states. The experience of this brief period has been fruitful, so that we are already able to correct errors and proceed with more assurance. The time should soon come when every state will have made such provision for its teachers.

The organization of the teachers' pension systems now in existence is generally satisfactory, there being ordinarily a small special board upon which the teachers and the public are about equally represented. More attention, however, is demanded by the need to have the actual administration under expert direction with the supervision of the state's banking and insurance commissioners.

The greatest difficulty that has been encountered has been the provision of adequate funds. The cost of a pension system for teachers may be borne by the teacher alone, by the public alone, or by the teacher and the public together. If the cost is borne by the teacher alone, he cannot afford, out of a small salary, to set aside enough money to purchase adequate protection, and the public fails to fulfil its obligation. If the cost is borne by the public alone, the money is really taken from the teachers' salaries without their agreement, and the majority, who withdraw or die before retirement, receive no return for their reduced pay. When the cost is borne by the teachers and the public together, the teacher receives appropriate compensation and contractual security, and the teacher and the public cooperate in an economic, social, and educational obligation. This principle of cooperation between the teacher and the public is recognized by most of the pension systems that are now in operation.

The application of the principle of cooperation, however, is not so satisfactory. Only a few systems relate the amount of the contribution to the prospective cost of the pensions. Frequently public money is expected from sources like excise, inheritance, license, or transfer receipts; or deductions, fines, or forfeitures from teachers' salaries for absence or illness; or from the tuition of non-resident students, which cannot be accurately estimated in advance and so cannot furnish a reliable basis for

pension payments. Equally unsatisfactory is the expectation of paying pensions, when they fall due, from current school or other funds, without any assurance that these funds will be adequate; or from special or general appropriations, without any certainty that such appropriations will be made by future and perhaps unsympathetic administrations. Indeed it is not uncommon to limit in advance the sums that may be taken from such sources, thus reducing the proportion of the pension that can be paid, or leaving the whole question of payment largely to accident.

The only way in which absolute security can be obtained is for the contribution of the public as well as that of the teacher to be paid annually, credited to the individual teacher, and set aside to accumulate until the time of his retirement. This also is the only economical method. Any system which agrees to pay a pension from current funds after the teacher retires, plans to spend two or three times as much money as would be required if sums were set aside each year to accumulate during the teacher's period of service. Any other method is parallel to issuing bonds without provision for retiring them.

Pension systems are still too generally organized without estimating their cost. The probable length of life of a teacher in service or after retirement may be estimated from the tables of mortality that have been developed by the life insurance companies, with adjustment for the fact that teachers live longer than other people. Some basis is becoming available for estimates of the likelihood of disability and the probable length of life after retirement because of disability. It is wise to avoid, so far as possible, basing pensions upon salaries at or near the age of retirement, since no one can predict what any teachers' salary will be thirty, or forty, or fifty years hence.

There is, of course, a definite relation between the benefits and the cost of pensions. No one can secure expensive benefits in return for very small contributions. Only failure awaits the systems which promise retirement after twenty years of service or at the age of fifty; or in which teachers contribute only one-half of 1 per cent of their salaries, or the public contributes only one-half as much as the teachers.

Such errors may easily be corrected by a very simple pension system based upon conservative tables of mortality and upon a safe rate of interest, with the provision that the teacher receives the benefit of the accumulation of all of his contributions and those made for him. It is possible to estimate with reasonable definiteness what certain desired benefits will cost, or what benefits can be had for the money available. It is easy to estimate what any annual contribution, beginning at any age and accumulating at a given percentage, will amount to after any number of years. If then the money is deposited in a central fund, each contributor can be guaranteed a definite annuity for life, since the lives of all are averaged in the standard mortality tables. Thus an annual contribution of \$100 a year, beginning at

the age of twenty-five, and accumulated at 4 per cent interest, will amount at sixty-five to \$8,882.65, at seventy to \$12,587.06. These sums will provide a man with an annuity for life, according to the McClintock Table of Mortality and $3\frac{1}{2}$ per cent interest, of \$1086 a year beginning at sixty-five, or \$1681 a year beginning at seventy. If, on the other hand, a man wishes to be sure of a life annuity of \$1000 a year at sixty-five or seventy, he knows that this will cost \$9098.60 or \$8642.40 at those ages, and that it would require an annual contribution of \$92 or of \$68 a year from the age of twenty-five to accumulate these sums. The annuities from such a contribution for women, who live longer than men, would be about four-fifths of the sums that have been mentioned.

These figures imply a return of the accumulations of the teachers who die before retirement and of those who withdraw from the system for any reason. If it is desired for the sake of family protection, there may be also a return of the balance of the accumulations of the teachers who retire but die before they have drawn all of their accumulations. This also can be calculated from standard mortality and interest tables. This protection costs about one-fourth more than a straight annuity. If further protection is desired against disability, this can be similarly provided, by the use of the best tables that we have, with the proviso that the rates for those who enter into the system in the future may be modified according to future experience.

A pension system of the kind that has been mentioned is just and fair to all concerned, giving the teacher secure and adequate protection at a reasonable cost to himself and to the public.

Such a system provides for retirement on the basis of age or of disability after any suitable period of service. The age of retirement, which is now usually fixed, can, if desired, be left to the teacher and the administration. If the need is great retirement may be earlier, in spite of the fact that the smaller accumulations would then make the pension smaller. In general, retirement will in all probability be later than at present because of the larger pension provided by the longer accumulation, and the educational desirability of keeping the able teacher in service as long as possible.

Disability can be provided for by using whatever money has been accumulated at the time when retirement becomes unavoidable, perhaps with some supplement from the state until statistical experience makes it possible to provide specifically for disability.

The newer system provides full protection for both the teacher and those who are dependent upon him, since the form of contribution sets up a contractual relation which provides definite returns in case of withdrawal or death. Return of contribution in case of resignation is now arranged for, but return in case of dismissal and in the case of death is seldom provided for. Contractual arrangements for the return of contributions will facilitate the desirable transfer of the teacher from one system to another.

Indeed, with the spread of sound plans, pension systems thruout the country will become more and more uniform, so that the experience of each will help all. Continuity of employment during efficiency and good behavior is essential to any sound pension system.

JOSEPH SWAIN, *Chairman*

ERNEST C. MOORE

DAVID B. JOHNSON

HARLAN UPDEGRAFF

GRACE C. FORSYTHE

JAMES FERGUSON

FRANCIS G. BLAIR

JOHN W. CARR

JOINT RESOLUTION OF THE COMMITTEE ON SALARIES, TENURE, AND PENSIONS, AND THE COMMISSION ON THE NATIONAL EMERGENCY IN EDUCATION

Our schools are in danger. Their present support cannot keep up former standards, much less meet war demands.

The money now available is not sufficient to instruct five million illiterates, to Americanize thirteen million foreigners, to provide physical and health education for all children, to secure adequate school terms and attendance, to pay teachers a living wage, and to provide for their professional preparation, development, security, and protection in disability and old age.

The teachers of the country were not receiving a living wage before the war; their present situation is critical. In 1915 they received an average annual salary of \$543. The increase since then has been small.

Immediate national aid is urgently needed. Increase local taxation and state support will not suffice; such support will of necessity be available in very unequal degree even if it could be had quickly.

Education in agriculture and the mechanic and household arts has long been recognized as essential to national welfare, and national funds are provided to equalize its burdens and maintain its standards.

General public education is even more essential to national welfare to promote the allegiance, intelligence, morality, and devotion of all citizens.

National support of general public education, begun in 1785, confirmed in the ordinance of 1787, and extended thereafter, should now be increased to the extent of a liberal cooperation with the state, and thru the state with the local community.

A national department of education should be established to carry out this program of cooperation.

The National Education Association, in order to collect full information concerning the present state of public education, to enlighten public opinion, and to aid in securing appropriate local, state, and national school support, hereby authorizes the Executive Committee to secure the full time, for a term of not less than three years, of an educator of recognized ability and

experience, and to provide for the organization, correspondence, travel, publication, and other expenses of his office, a total sum, including salaries, of at least ten thousand dollars a year.

JOSEPH SWAIN, *Chairman,*
Committee on Salaries, Tenure, and Pensions

GEORGE D. STRAYER, *Chairman,*
Commission on the National Emergency in Education

NOTE.—This Resolution was unanimously adopted by the National Education Association at Pittsburgh, July 5, 1918.

APPENDIXES

APPENDIX I

SUMMARY OF REPLIES OF STATE SUPERINTENDENTS TO QUESTIONS 1, 2, 3, 4, AND 6, RELATIVE TO TEACHERS' SALARIES

(Compiled from letters received direct from state superintendents since May 23, 1918)

STATE	QUESTION 1 Percentage of Increase in Salaries Necessary to Meet War Conditions		QUESTION 2 Amount Expended for Teachers' Salaries in 1917		QUESTION 3 Are the Laws Such that Local Communities Can Levy Sufficient Funds for Adequate Salaries?			QUESTION 4 Are Adequate Funds Available for Additional State Support?	QUESTION 6 Do You Favor National Aid to the Different States?
	Elementary and Rural Teachers	High-School Teachers and Supervisors	Raised by Local Taxation	Appropriated by the State	In Rural Communities	In Towns and Smaller Cities	In Large Cities		
Alabama.....	15	15	\$1,174,936	\$ 2,370,638	^a Yes	Yes, with few exceptions	No, Within- ton cannot	No	On proper basis Yes, with restrictions
Delaware.....	25	25	334,254	1,905,198 ^c	^d			State levies one mill school tax	No, too much red tape
Florida.....	25 to 50	^b							
Iowa.....	20	20	12,000,000	135,000	Yes	Yes	Yes	Yes, all we give	Yes
Kansas.....	25	20	8,430,084	3,812,375	No, ^e	No	No	No	Yes, under certain conditions
Kentucky.....	40	25	1,563,368					No	Yes
Maine.....	25 to 50	25 to 50	Local and state	2,527,739 ^f	^g	^g	^g	No	Yes
Maryland.....	50	50	4,000,000	2,000,000	Yes	Yes	Yes	None	Yes
Massachusetts.....			14,808,670	Total ^h	Yes	Yes	Not all	No	Yes
Minnesota.....	15 to 20	33	9,000,000	3,000,000	Yes	Yes	Yes	No	Yes
Mississippi.....	33	33	ⁱ	Not separated	No, ^j	No	No	No	Yes
Missouri.....	25	25	11,131,000	722,728	Yes, except in weak dis- tricts	Yes	Yes	No	Yes
Montana.....	20 to 33 [†]	20 to 33 [†]	5,167,565					Yes	Yes
New Hampshire.....	25	25	^k	874,000	Yes	Yes	Yes	Yes	Yes
North Carolina.....	30	25	4,500,000	Not separated	Yes	Yes	Yes	Questionable	Yes, decidedly
North Dakota.....	10 to 25 to highest	10 to 25 to highest	4,300,000		Yes, ^l	Yes	Yes	No	Yes
Oregon.....	and 70 to lowest	and 70 to lowest	3,927,984	260,000	Yes	Yes	Yes	No	Yes, if there are not too many strings
Pennsylvania.....	18	12 [‡]	Do not know	18,000,000	^m				Not under the condi- tions ordinarily at- tached to national aid
Rhode Island.....			1,699,463	158,000	ⁿ			No	

South Dakota.....	25	25	2,213,395	1,016,273	Yes	Yes	Yes	No, not needed	That will depend up- on the ultimate ob- ject for which the aid is given
Texas.....	40	25	8,801,435	10,059,620	No	Generally, yes	No	No	No, I think not
Utah.....	25 to 33	25 to 33	1,300,000	1,000,000	No	Yes	No	No	Under proper condi- tions
Vermont.....	20	15	1,277,165	440,000	Yes	Yes, by bud- get	No	No	Yes
Virginia.....	30	30	2,300,000	2,500,000	No, o	Yes	Yes	No	Yes
Washington.....	15 to 20	15 to 20	4,000,000	4,000,000 ^b	Yes	Yes	Yes	No	Only in states that are unable to maintain schools up to a reasonable stand- ard fixed by the na- tion
Wisconsin.....	10 to 25	10 to 25	4,000,000 ^g	2,455,518	Yes	Yes	Yes	No	Yes, if method of ap- portionment in- volves local effort
Wyoming.....	25	25	r	.....	s	s	s	No state support	

^a, Three mills county tax and 3 mills district tax by election in all communities (Alabama).

^b, They can get along without increase (Florida).

^c, From county school tax \$1,905,198. Poll tax and one mill state tax included in the foregoing (Florida).

^d, Can levy 3 mills for teachers, 5 for other purposes, in rural communities. Counties can now levy 7 mills, which will be raised to 10 mills by the November election of 1918 (Florida).

^e, No, but 1918 legislature improved by fixing a local tax of 30 cents (Kentucky).

^f, More than 50 per cent by state equalization fund (Maine).

^g, Limited only by themselves in all counties (Maine).

^h, Vocational-school teachers \$302,228; Massachusetts school fund, \$206,411; high school transportation and grants, \$124,893; Union superintendents and teachers, \$79,581 (Massachusetts).

ⁱ, Raised by local taxation, 60 per cent; appropriated by the state, 40 per cent (Mississippi).

^j, Constitutional limitation (Missouri).

^k, The state pays one-half of the salary of the district superintendents; also in small towns \$2 per week for certified teachers (New Hampshire).

^l, Yes, in the majority of cases, but in many cases where the size of the district is small or assessed valuation low, they are over their limit now and could not pay more (North Dakota).

^m, In cities of the first class not more than 6 mills nor less than 5 mills can be levied (Pennsylvania).

ⁿ, The law interposes no obstacles to assessment of sufficient revenue. There are practical restrictions upon the ability of rural towns to increase revenue by additional taxation (Rhode Island).

^o, Not over 50 cents on \$100 can be levied in rural communities (Virginia).

^p, Four million dollars state and county (Washington).

^q, Amount raised by district not known. Amount raised by counties approximately same as state (Wisconsin).

^r, Raised by local taxation, \$652,263 for all purposes; state none; counties, general school fund, \$510,091; total amount spent for teachers' salaries in 1917, \$608,867 (Wyoming).

^s, In most instances, yes (Wyoming).

APPENDIX II

MEASURES ADOPTED TO MEET THE PRESENT
EMERGENCY

The following extracts are the replies of state superintendents to question 5 of the questionnaires sent out by the Committee on Teachers' Salaries. It is the latest information on present conditions.

Alabama.—Local tax levy.

Delaware.—Last general assembly increase the school funds by taxing incomes.

Florida.—Constitutional amendment raising tax from 7 to 10 mills will carry with little opposition in the November election. Many counties have voted to raise teachers' salaries an average of 10 per cent.

Iowa.—Each district has its own budget to make up. We levy \$40 per pupil and \$60 in districts transporting pupils.

Kentucky.—By legislature fixing a 30-cent rate for county outside of city. By consolidation. By economizing so far as possible in expense of maintenance.

Maine.—The state of Maine offers this year an average increase in the salaries of superintendents thus far elected of about four hundred dollars, and there is evidently an increase in teachers' wages of at least 25 per cent.

Maryland.—The recent session of the legislature increase the state appropriation \$250,000 and increase the minimum salaries for teachers from 25 to 50 per cent.

Massachusetts.—Legislation. In 1918 minimum of union superintendents raised from \$1500 to \$1800; also \$550 minimum for all teachers except in towns of less than \$1,000,000 valuation.

Minnesota.—Increase of local taxation for school purposes.

Mississippi.—We are making a campaign for more money by local taxation.

Missouri.—An attempt has been made by a state tax commission appointed by the governor, authorized by the state legislature, to raise the valuation of property. The work of this commission was set aside by the state Board of Equalization.

Montana.—Additional special levy.

North Carolina.—Special local taxation for immediate relief. A movement to amend the state constitution requiring a greater minimum length of term with proper legal statutory enforcement.

North Dakota.—Have given as much publicity as possible to the necessity for a material increase in salaries. No legislature has met. Hence no bills for it.

Oregon.—Principally larger district tax levy.

Pennsylvania.—Our new minimum-salary law advances the salary from \$40 and \$50 respectively to \$45, \$55, and \$65, and the amount needed to make this increase will be taken out of the general school appropriation, which was raised to \$18,000,000 at the last session of the legislature.

Rhode Island.—School committees are asking town meetings and city councils for lower appropriations.

South Dakota.—By inducing school boards to levy sufficient tax.

Texas.—By raising valuations of property.

Utah.—Attempt being made to tax mines.

Vermont.—Our local boards are raising salaries in many cases 25 per cent.

Virginia.—Increase standard appropriations and have levy to limit.

Washington.—Conferences with all county officials and circular letters to all school directors, superintendents, and principals.

Wisconsin.—Local authorities are increasing tax levy for that purpose.

Wyoming.—Maintain a teachers' employment bureau in the department of education, which maintains standards. Convince district boards that other professions will take desirable teachers at higher wages.

APPENDIX III

ESTIMATED SALARIES AND EXPENDITURES NECESSARY TO MEET THE ADVANCE IN COST OF LIVING IN 1918

The average salaries and expenditures for teachers' salaries are taken from *Report of the United States Commissioner of Education for 1917*, II, 50 and 54.

The estimated salaries to meet the advance in the cost of living are based on the table found on page 20 of the *Report of the Railroad Wage Commission for 1918*, Washington, D. C.

State	Average Salaries of Teachers, 1914-15	Estimated Salaries to Meet the Advance in Cost of Living, 1918	Percentage of Increase	Total Expenditures for Teachers' Salaries, 1914-15	Estimated Expenditures to Meet the Advance in Cost of Living, 1918
Maine.....	\$ 411.13	\$ 651.13	58	\$ 2,240.982	\$ 3,540.752
New Hampshire.....	472.34	712.34	51	1,200.110	1,812.160
Vermont.....	418.77	658.77	57	1,246.816	1,957.501
Massachusetts.....	810.72	1143.11	41	14,789,286	20,852,803
Rhode Island.....	714.37	1007.26	41	1,807,332	2,548,338
Connecticut.....	610.36	878.80	41	4,363,934	6,183,228
New York.....	975.13	1365.18	40	40,690,195	65,366,273
New Jersey.....	861.86	1215.22	41	12,301,576	17,345,222
Pennsylvania.....	465.72	705.72	52	25,687,143	39,044,457
Ohio.....	537.52	777.52	44	18,789,778	27,057,280
Indiana.....	592.69	847.55	43	11,168,718	15,071,267
Illinois.....	713.84	1006.51	41	23,170,650	32,683,306
Michigan.....	557.71	797.53	43	11,031,113	17,061,402
Wisconsin.....	542.02	782.02	44	8,850,051	12,744,073
Minnesota (1914).....	460.28	700.28	51	10,375,207	15,666,698
Iowa.....	506.09	746.09	47	11,174,716	16,420,833
Missouri.....	533.59	773.59	43	10,767,062	15,398,186
North Dakota.....	574.76	821.91	43	3,695,051	5,283,923
South Dakota.....	457.27	697.27	52	2,987,437	4,540,004
Nebraska.....	454.67	694.67	53	6,217,707	9,513,229
Kansas.....	635.34	895.83	41	7,933,519	11,186,262
Delaware.....	358.31*	598.31	67	263,608	440,225
Maryland.....	501.83	803.42	43	3,495,724	4,998,885
District of Columbia.....	1019.08	1426.71	40	1,760,667	2,464,934
Virginia.....	332.19	572.19	72	4,156,959	7,149,969
West Virginia.....	320.29	560.29	75	3,545,573	6,204,753
North Carolina.....	251.31	491.31	96	3,487,304	6,835,116
South Carolina.....	282.68	522.68	85	2,281,249	4,220,311
Georgia.....	305.97	545.97	78	4,385,250	7,805,761
Florida (1914).....	327.00	567.00	73	1,644,481	2,844,952
Kentucky.....	342.96	582.96	70	4,270,554	7,259,942
Tennessee.....	335.20	575.20	72	4,185,007	7,198,367
Alabama.....	345.00	585.00	70	3,579,190	6,084,638
Mississippi (1913).....	233.64	473.64	103	2,173,717	4,412,646
Louisiana.....	437.10	677.10	55	3,451,226	5,349,400
Texas.....	428.20	668.20	56	11,373,280	17,742,317
Arkansas.....	334.94	574.94	72	3,567,461	6,136,033
Oklahoma.....	438.69	678.69	55	6,170,928	9,578,888
Montana.....	640.07	902.50	41	2,775,290	3,913,159
Wyoming.....	494.06	734.06	49	850,050	1,275,528
Colorado.....	560.58	801.63	43	4,402,243	6,295,207
New Mexico.....	507.54	747.54	47	974,608	1,432,674
Arizona.....	738.96	1041.93	41	943,525	1,330,370
Utah.....	691.66	975.24	41	2,572,114	3,626,681
Nevada.....	725.08	1022.36	41	484,855	683,646
Idaho.....	665.16	927.88	41	2,094,875	2,953,774
Washington.....	808.42	1139.87	41	7,854,843	11,075,329
Oregon.....	506.35	746.35	47	3,786,684	5,566,419
California.....	951.27	1340.05	40	17,062,504	24,035,949
United States.....	\$ 543.31	\$ 788.43	45.3	\$345,006,445	\$511,000,656

* Exclusive of Wilmington.

APPENDIX IV

PERCENTAGE OF ILLITERACY BY STATES

States in which the number of illiterates increase from 1900 to 1910.

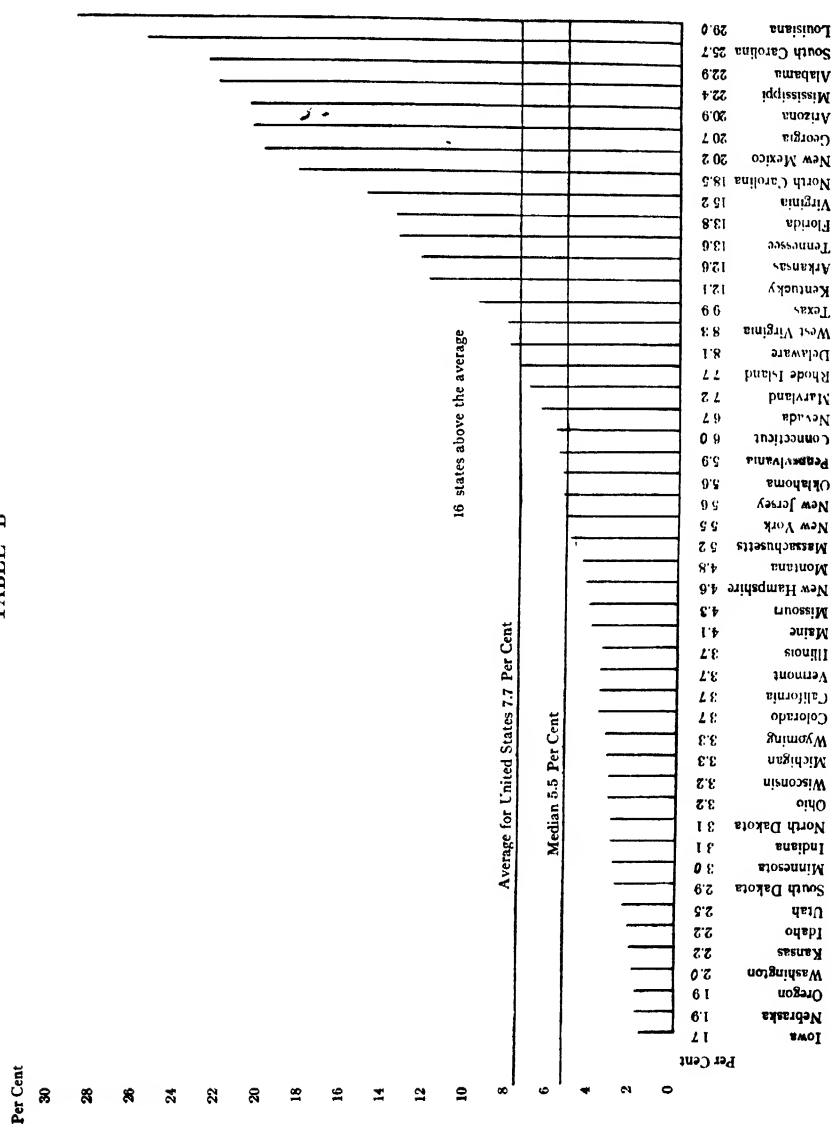
Sixteen states increase in the number of illiterates, all in North and West.

TABLE A

Based on Census of 1910, Abstract, p. 245

State	No. of Illiterates, 1900	No. of Illiterates, 1910	Increase	Percentage of Increase
Massachusetts.....	134,043	141,541	7,498	5.6
Rhode Island.....	29,004	33,854	4,850	16.7
Connecticut.....	42,973	53,663	10,690	24.9
New York.....	318,100	406,020	87,920	27.6
New Jersey.....	86,658	113,502	26,844	31.0
Pennsylvania.....	299,376	354,290	54,914	18.3
Illinois.....	157,958	168,294	10,336	6.5
North Dakota.....	12,719	13,070	351	2.8
Montana.....	11,675	14,457	2782	23.8
Wyoming.....	2,878	3,874	996	34.6
Colorado.....	17,779	23,780	6,001	33.7
New Mexico.....	46,071	48,697	1,726	3.7
Arizona.....	27,307	32,953	5,646	20.7
Utah.....	6,141	6,821	680	11.1
Washington.....	12,740	18,416	5,676	44.7
California.....	58,959	74,902	15,943	27.0

TABLE B



APPENDIX V

DENSITY OF ILLITERATE POPULATION

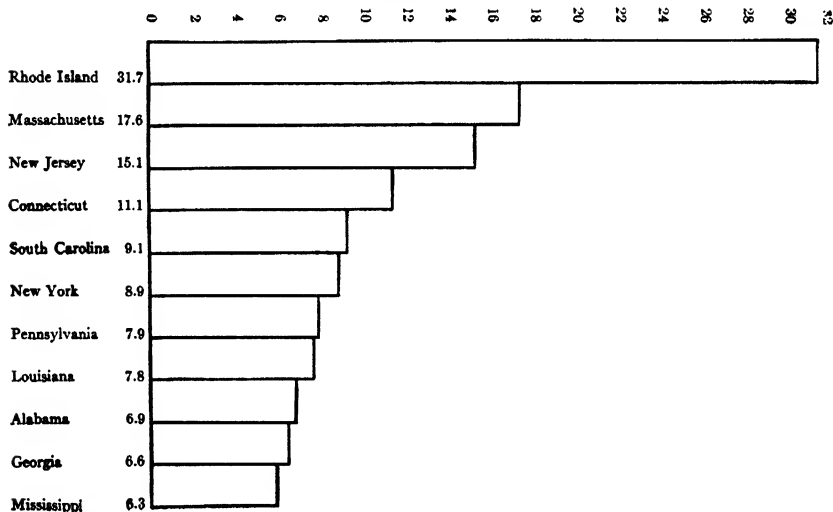
Great manufacturing states of the North compared with the states of the Black Belt of the South.

See Abstract of Thirteenth Census (1910), p. 28; also p. 245.

TABLE A

State	Land Area	Number of Illiterates	Number per Square Mile
GREAT MANUFACTURING STATES OF THE NORTH			
Massachusetts	8,030	141,541	17.6
Rhode Island	1,067	33,854	31.7
Connecticut	4,820	53,665	11.1
New York	45,409	400,020	8.9
New Jersey	7,514	113,502	15.1
Pennsylvania	44,832	354,290	7.9
Total	111,681	1,102,872	9.8
STATES OF THE BLACK BELT OF THE SOUTH			
South Carolina	30,495	276,980	9.1
Georgia	58,725	389,775	6.6
Alabama	51,279	352,710	6.9
Mississippi	46,362	290,235	6.3
Louisiana	45,409	352,174	7.8
Total	232,270	1,661,879	7.1

TABLE B



APPENDIX VI

CITIES REPORTING NO INCREASE IN TEACHERS' SALARIES
FOR 1918

Of 320 cities of over 10,000 population, 23 report no increase in salaries.

List furnished by the National Education Association Commission on the Emergency in Education, June, 1918.

City	No. of Teachers
1. Bethlehem, Pa.....	68
2. Columbia, S.C.....	109
3. Eureka, Cal.....	59
4. Greensboro, N.C.....	72
5. Jacksonville, Fla.....	196
6. Jeffersonville, Ind.....	41
7. Lexington, Ky.....	149
8. Little Rock, Ark.....	139
9. Los Angeles, Cal. (no change since 1914-15).....	2589
10. Marshall, Tex.....	71
11. Massillon, Ohio.....	77
12. Millville, N.J.....	78
13. Mount Carmel, Pa.....	58
14. Natchez, Miss.....	36
15. Niagara Falls, N.Y.....	196
16. Pawtucket, R.I.....	161
17. Philadelphia, Pa.....	5593
18. Rome, Ga.....	39
19. Salem, Mass.....	154
20. Vicksburg, Miss.....	59
21. Washington, Pa.....	104
22. Watertown, Mass.....	77
23. York, Pa.....	215
Total.....	10,340

APPENDIX VII

MAXIMUM AND MINIMUM TEACHERS' SALARIES IN 108 CITIES

(Compiled by Philander P. Claxton, United States Commissioner of Education, from data collected in May, 1918)

LOCATION	HIGH-SCHOOL TEACHERS										ELEMENTARY-SCHOOL TEACHERS											
	1915		1917-18		Percentage of Increase		1918-19		Percentage of Increase		1915		1917-18		Percentage of Increase		1918-19		Percentage of Increase			
	Max.	Min.	Max.	Min.	Max.	Min.	Max.	Min.	Max.	Min.	Max.	Min.	Max.	Min.	Max.	Min.	Max.	Min.	Max.	Min.		
<i>California</i>																						
Berkeley.....	\$2000	\$1200	b	2000	1200	b	0	0	a	a	\$1500	\$780	b	\$1500	840	b	73½	a	a	a		
Los Angeles.....	1700	1100		2400	1080		0	0	b	b	1500	780a		1200	840	b	0	a	a	a		
Oakland.....	1700	1100		1700	1100		0	0	a	a	1500	780a		1500	780a		0	a	a	a		
Pasadena.....	1700	1100		1700	1100		0	0	a	a	1500	780a		1500	780a		0	a	a	a		
Sacramento (state average).....	2208	1200		2208	1200		0	0			1356	768		1356	768		0					
San Diego.....	2208	1200		2208	1200		0	0			1356	768		1356	768		0					
<i>Colorado</i>																						
Denver.....	2200	1000		2200	1000									1200	720			\$1260	\$780	5	8½	
<i>Connecticut</i>																						
Bridgeport.....	1600	750		2000	800		25	6½			850	500		1250	600		47½	20				
Meriden.....	1600	750		1850	750		15½			950	580		1000	580		1000	580		25	11½	10	
Naugatuck.....	1600	850		1600	850		0	0		950	500		700	450		800	500		14½	11½	20	
New Britain.....	2000	750		2250	750		12½	0	a	a	1500	500		1500	500		1500	500		25	11½	20
New Haven.....	2000	750		2250	750		12½	0	a	a	1500	500		1500	500		1500	500		25	11½	20
Norwich.....	2000	750		2250	750		12½	0	a	a	1500	500		1500	500		1500	500		25	11½	20
Stamford.....	2100	825		2100	825		0	0		1025	500a		1100	500		1100	500		0	0	10	
<i>District of Columbia</i>																						
Washington.....	1800	1000		1800	1000		5	10			1350	600a		1417.50	660		5	10			40	
<i>Georgia</i>																						
Atlanta (white.....	1800	960		1800	960					960	600		960	600		960	600					
Augusta.....	1800	900		1800	900		0	0		420	480a		720	480		720	480		0	0		
Savannah (colored.....)	2000	405		2100	650		5	31½		650	315		630	315		675	360		7½	14½	0	
<i>Illinois</i>																						
Aurora (East Side).....	1300	650		1600	750		23½	15½			850	650		950	750		11½	15½				
Aurora (West Side).....	1250	750		1400	750		12	0		850	450		850	450		900	450		0	10	5½	
Bellefontaine.....	900	450		900	450		0	0		450	0		900	450		900	450		0	10	5½	
Decatur.....	1400	600		1450	800		3½	33½		900	625		725a	435		750	435		33½	20½	9½	
East St. Louis.....	1800	750		1850	800		2½	61		1000	450		1050	500		1050	500		5	11½	0	
Rockford.....	1700	500		2000	750		17½	50		900	10		800	500		800	500		14½	25	12½	

APPENDIX VII—Continued

LOCATION	HIGH-SCHOOL TEACHERS						ELEMENTARY-SCHOOL TEACHERS											
	1915		1917-18		1918-19		Percentage of Increase		1915		1917-18		Percentage of Increase		1918-19		Percentage of Increase	
	Max.	Min.	Max.	Min.	Max.	Min.	Max.	Min.	Max.	Min.	Max.	Min.	Max.	Min.	Max.	Min.	Max.	
<i>Missouri</i>																		
Kansas City.....			\$2100- 2400	\$300-500 1000							\$1100- 1350	\$300-500 700						
St. Louis.....	\$2180	\$980		1010½	24½				\$1300	\$600		700	31½	16½				
<i>Nebraska</i>																		
Omaha.....	1200	800	1500	800	25	0			1000	600	1100	600	10	0				
<i>New Hampshire</i>																		
Manchester.....	2000	700	2200	700	10	0			800	500	850	500	6½	0				
<i>New Jersey</i>																		
Jersey City.....	4000	900	4200	1000	5	11½			1700	600	1900	744	11½	24				
Hoboken.....	2500	1300	2500	1300	0		\$1600	12	23½	1500	600	1500	600		\$1800	\$900	20	50
Newark [Men]	3000	3300	3300	3300	10	3300	0	0	1700	600	2000	2000	17½	0	2000	800	0	
[Women]	2100	2600	2600	2600	23½	2600	0	0	1600	300	1800	375	12½	25	1800	475	0	26½
Orange.....	2800	2050	2050	2150	2150	2150	4½			475	1250	600	31½	26½				
Pater Anthony	700	2500	2500	2500	18	2150	7½	11½	950	475	1250	600	51½	10	1150	700	15	27½
Paterson.....	1800	700	2000	950	0	2200	10	11½	1200	550	1200	550		0	1350	700	25	27½
West Hoboken.....	2000	900	2000	900														
<i>New York</i>																		
Albany.....	2200	750	2300	800	4½	6½			1500	500	1575	550	5	10				
Elmira.....									650	400	800	500	23½	25	900	500	12½	0
Farmstead.....	1500	600	1500	600														
Freeport.....	900	700	900	700	0	1000	11½	0	800	500	800	500	8	8½	800	500	0	23½
New Rochelle.....	3150	900	2000	1050	37½	5	14½		1250	600	1350	800	800	0	1100	600	37½	20
Niagara Falls.....	1000	1000	1000	800	1600	800	0		720	550	800	500						
Poughkeepsie.....	1300	800	1400	800	7½	0			700	550	750	550	7½	20				
Rochester.....	1800	2000	2000	11½					1000	500	1000	600	20	20				
Schenectady.....									750	550	950	600	26½	9½	950	600	0	0
Syracuse.....	2000	500	1000	950	0	5½	3½	5½	750	400	750	700	7½	0	900	400	0	0
Utica.....	1500	900	2000	900	3½	0			1100	500	1300	600	18½	20	800	750	6½	7½
<i>North Carolina</i>																		
Wilmington.....	c	c	c	c	c	c	c	c	c	c	c	c	c	c	c	c	c	c
<i>Ohio</i>																		
Cincinnati.....	1800	1000	2300	1000	27½	0		0	1000	550	1300	700	30	27½				
Cleveland.....	2300	900	301½	900	301½	0		0	1800	550	2300	500	27½	30	1400	500	0	0
Columbus.....	1615	1000	1650	1000	11½	18½	14½	15½	1400	450	1400	500	20½	30½	1200	750	9½	15½
Youngstown.....	1615	1000	1650	1000	11½	18½	14½	15½	1400	450	1400	500	20½	30½	1200	750	9½	15½
Zanesville.....	1200	800	1400	950	103½	18½	1300	7½	650	400	700	500	7½	7½	1200	750	7½	15½

Oklahoma	1200	1250	4½	1400	12	765	810	51½	900	22½
<i>Oklahoma</i>										
<i>Pennsylvania</i>										
Easton	1600	650	—	7½	1624	780	425	11½	17½	4½
Erie	1800	700	58	a	a	a	400	a	1045	500
Harrisburg	1400	750	43½	0	2100	855	480	12½	a	a
Hazleton	1200	500	163	40	1600	800	1000	17	1100	10
Philadelphia	3300	700	143	0	1000	14½	700	10	1200	9½
Scranton	1800	1000	143	0	1000	1000	1650	31	550	0
Williamsport	1395	585	14	2150	1050	900	550	0	1050	600
				7½	1657.50	697.50	360	13½	832.50	517.50
<i>Rhode Island</i>										
Newport	2600	600	31½	0	675	450	900	0	33½	0
Pawtucket	1500	1000	27½	1114	0	900	600	20½	19	714
Warwick				1914	0	760	480	81	650	0
<i>Tennessee</i>										
Memphis	1320	1020	0	1320	0	900	600	0	0	0
Memphis (White)	1700	900	0	1700	0	800	450	12½	850	0
Nashville (Colored)	900	600	0	900	0	700	730	4½	730	0
<i>Texas</i>										
Fort Worth	1350	1000		1550		810	450		900	540
Houston	1300	810	0	1500	0	1200	405	0	1200	450
Waco			d	d	d	d	d	d	d	d
<i>Virginia</i>										
Portsmouth	765	540	11½	163	5½	7½	405	30½	22½	810
Richmond (White)		855	630	0	675	585	765	405	810	540
Richmond (Colored)		800	460	1400	700	810	875	530	1300	48½
				900	500	670	670	340	800	360
<i>Washington</i>										
Seattle	1800	1020	0	1600	1100	1440	840	0	1150	750
Spokane	1300	1400	7½	22½	14½	1000	600	10	16½	4½
<i>Wisconsin</i>										
Milwaukee	2250	840	0	2250	0	1080	540	11½	37½	720½
Oshkosh	1200	725	8½	3½	7½	675	450	11½	11½	550½
Racine	1600	1300	64	1750	33½	1150	500	11½	1320	550
Sheboygan	1400	700	3½	1550	63½	700	800	14½	900	550½

^a Probable salary.

^b Do not include kindergarten assistants, who receive \$50 less.

^c No fixed schedule, but the working principle for classroom teachers.

^d No fixed schedule, but the working principle for classroom teachers; heads of departments receive \$200.

^e Not including substitute teachers, who received \$50 less.

^f The figures for Scranton include a \$50 bonus during the war.

^g Of this salary \$144 is bonus.

^h Of this salary \$120 is probable bonus.

ⁱ Not including kindergarten assistants, who receive \$200.

^j Not including kindergarten assistants, who receive \$200.

^k Not including kindergarten assistants, who receive \$250.

^l Not including kindergarten assistants, who receive \$200.

^m Not including kindergarten assistants, who receive \$200 less.

ⁿ Not including kindergarten assistants, who receive \$50 less.

^o Not determined.

^p After being considered by board of education.

^q On October 1, 1917, the salary of each teacher who received less than \$65 per month was increased \$5 per month.

^r An increase of \$5 per month over 1915 schedule to all teachers since 1915.

APPENDIX VIII

SUMMARY OF REPORT ON SALARIES PAID TO TEACHERS IN
320 CITIES OF OVER 10,000 POPULATION IN THE
UNITED STATES

This report was made as a result of an investigation conducted by the National Education Association Commission on the National Emergency, Dr. George D. Strayer, chairman.

Kind of School	Salary Levels	Number of Teachers Employed at Each Level	Median Salary for Each Kind of School
*Elementary Schools	\$ 300-\$ 499 500- 699 700- 899 900-1099 1100-1299 1300-1499 1500-1699 1700-1899 1900-2099 2100-2299 2300-2499 Over 2500	2785 15219 10807 11200 8023 1841 96 47 1 1	\$ 716.19
Total elementary . . . . .	.....	50020	
*Intermediate schools (Junior high schools)	\$ 300-\$ 499 500- 699 700- 899 900-1099 1100-1299 1300-1499 1500-1699 1700-1899 1900-2099 2100-2299 2300-2500 Over 2500	113 562 1218 1065 597 161 38 21 2 2	\$ 799.42
Total intermediate schools . . . . .	.....	3779	
*High schools	\$ 300-\$ 499 500- 699 700- 899 900-1099 1100-1299 1300-1499 1500-1699 1700-1899 1900-2099 2100-2299 2300-2499 Over 2500	33 305 1852 2950 247 2035 2294 1110 338 288 152 149	\$1149.50
Total high schools . . . . .	.....	13976	
Grand total . . . . .	.....	76775	

*Salaries of principals or general supervisory officers are not recorded.

APPENDIX IX

INCREASE IN SALARIES OF TEACHERS IN CERTAIN CITIES;
ALSO INCREASE IN WAGES OF EMPLOYÉS IN
CERTAIN INDUSTRIES

It is interesting to note that in establishing salary schedules the "equal pay" principle has been recognized by the Hon. William G. McAdoo, director general of railroads of the United States, by the War Department and its ammunition factories, and by the National War Labor Board.

INCREASES IN TEACHERS' SALARIES

The committee has knowledge up to date of increases in salaries as follows: In New York City on January 1, 1912, the minimum salary was raised from \$600 to \$720; on January 1, 1918, the minimum was raised from \$720 to \$800; and it was proposed that from July 1, 1918, the minimum should be raised from \$800 to \$1000. This affects only 7000 of the 21,000 teachers and is unsatisfactory. The Board of Education, however, believes that this is the best use of the money available for 1918, because of the fact that the national government is offering \$1000 to young women equipt as teachers are. Said Board has a committee working on a general upward revision of all salaries, which will probably call for a total increase of \$4,000,000. The teachers, however, are demanding schedules more commensurate with the present cost of living, which schedules call for a total increase of approximately \$12,000,000. Naturally the question arises, "Where is the money to come from?" The teachers are planning to appeal to the state legislature to amend the state education law by changing the tax rate for teachers' salaries in cities over 100,000 from 4.9 mills to 6 mills.

The County Council of London has voted a 50 per cent increase to teachers' salaries.

Fall River, Mass., has voted to increase the salary of every member of the teaching corps \$100 per year, dating from May 20, 1918.

Rockford, Ill., has granted an annual increase of \$100 from September 1, 1918, and is considering a proposal of a \$50 bonus in addition.

Hoboken, N.J., has added \$300 to the annual salary of its teachers.

Paterson, N.J., had added \$200 to the annual salary of its teachers.

UNITED STATES STEEL GIVES LABOR A 15 PER CENT INCREASE

Two hundred thousand employes of the United States Steel Corporation were made happy by the announcement of a 15 per cent increase in wages effective April 15. The advance is in recognition of the increased cost of living.

It is estimated that the increase in wages just granted will cost the company yearly about \$45,000,000. The annual report of the company shows a 1917 surplus of more than \$52,000,000 and a total undivided surplus of \$431,660,803.

Between the end of 1915 and the last quarter of 1917 the corporation raised the pay of its employes 60 per cent.

The corporation at the close of the year had 268,058 employes, compared with 252,668 at the close of 1916. During the year 11,486 employes entered the United States service.

STANDARD OIL RAISES WAGES THREE MILLIONS

An increase in wages averaging 10 per cent was made, applicable to all wage-earners except first-class bricklayers and watchmen, whose rates will be increast 5 per cent, and lead burners, whose rates previously had been raised.

All employes, without any contribution on their part, will be given individual life insurance policies with benefits ranging from a sum equal to three months' wages to \$2000.

The old-age pension system now in vogue, where employes sixty-five years of age are provided for, has been amended so that an employe may retire at the end of twenty years of service on a pension.

President Teagle said that about 30,000 employes were affected by the wage increase, which totaled somewhat more than \$3,000,000 a year. When he announced the wage increase he stated that since August 1, 1915, the Standard Oil Company has granted five general wage increases for all classes of labor, so that the average increase since that time has amounted to 62.8 per cent, while the rate for common labor had been increast 80.57 per cent in this period.

In addition to these increases a change from a nine- to an eight-hour day was made effective September 15, 1915. This was without any change in the scale of wages and was therefore equivalent to an increase in the wage scale of 19.37 per cent.

RAILROAD-WAGE INCREASES

General pay increases for nearly 2,000,000 railroad employes were announced by Director-General McAdoo.

Issuance of General Order No. 27 granted an increase of wages on the eight-hour-day basis to all employes. The increases will reach \$300,000,000 a year.

The increases carry out almost entirely the recommendations of the Railroad Wage Commission. They become effective next Saturday and are retroactive to last January 1.

In the state legislature last April a bill was introduced providing a 20 per cent increase for all state employes receiving less than one thousand

(\$1000) dollars, and a 15 per cent increase for those receiving more than one thousand (\$1000) dollars but less than two thousand (\$2000) dollars. This would have cost \$2,900,000, and because it was understood that this amount would be prohibitive the bill was past in an amended form, which provided for a 10 per cent or such lower increase of all salaries under fifteen hundred (\$1500) dollars, so that the minimum of fifteen hundred (\$1500) dollars might be made. This involved the expenditure of one million (\$1,000,000) dollars.

PROPOSALS FOR INCREASE

The Board of Alderman of New York City on June 11, 1918, by a unanimous vote adopted a resolution providing for a 10 per cent increase to employes now receiving from \$1000 to \$2000 a year, and 20 per cent to those receiving \$1000 or less.

The teachers of the state of New York thru the Teachers' Council and various teachers' organizations are asking for a minimum salary of one thousand (\$1000) dollars with a maximum for teachers in the first six years of \$2160, and for teachers in the seventh and eighth years of \$2400. This would involve an additional expenditure of \$12,000,750.

The Interborough Association of Women Teachers and some other associations are asking for a "war bonus" of \$200 for every member of the teaching and supervising force, pending a general revision of teachers' salaries, to make them more nearly commensurate with the increase of cost of living. During the last session of the New York state legislature two bills were introduced which did not become law, but which are indicative of the belief that salaries should be increased in proportion to their nearness to a "living wage." One of these provided that all city employes—New York City—whose salary is less and not more than twelve hundred (\$1200) dollars shall be increased 20 per cent; those whose salary is twelve hundred (\$1200) and not more than eighteen hundred (\$1800) dollars shall be increased 15 per cent; those whose yearly salary is more than eighteen hundred (\$1800) and not more than twenty-four hundred (\$2400) dollars, shall be increased 10 per cent; those whose salary is more than twenty-four (\$2400) hundred dollars shall be increased 5 per cent.

The other bill provided that all state employes whose annual salary is less and not more than \$1080 shall be increased 20 per cent, those whose salary is less and not more than \$1560 shall be increased 15 per cent, those whose salary is not more than \$1800 shall be increased 10 per cent, and those whose salary is less and not more than \$2040 shall be increased 50 per cent.

APPENDIX X

CHART SHOWING THE AMOUNT OF WEALTH FOR EACH
TEACHER EMPLOYED IN PUBLIC SCHOOLS, 1916

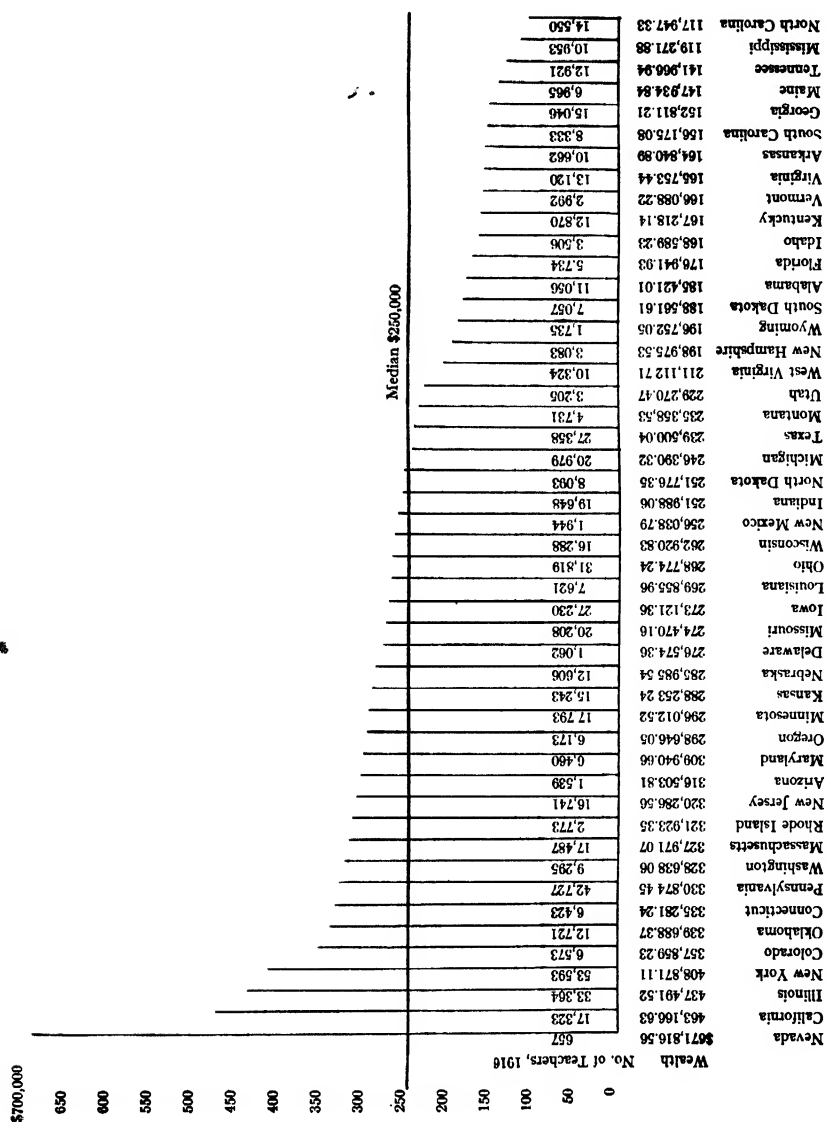
Average amount for each teacher for the United States is \$280,754.08.

The wealth is based on the report of the Department of Commerce, Bureau of the Census, for 1912.

The number of teachers for 1916 is based on the *Report of the United States Commissioner of Education*, II, 76.

The calculations were made for the Commission on Emergency in Education by John A. H. Keitt, 1918. The chart was made by John W. Carr.

TABLE A



APPENDIX XI

RELATION OF SALARIES TO EXPENSES OF 1504 ELEMENTARY
TEACHERS IN TOWN AND CITY SCHOOLS OF
MISSOURI (DECEMBER, 1917)¹

The teachers of St. Louis, Kansas City, and St. Joseph are not included.

The facts brought out are based not upon theory but upon actual salary received and actual expenses incurred during the first three months of the school year 1917-18. A study of the items included under expenses will show that nothing has been included which is not actually essential to a teacher's welfare.

In considering the report that follows the following striking facts should be noted: 93 per cent stated that expenses would be greater in proportion during the remainder of the school term than during the first three months.

TOTAL SALARIES

Of all elementary teachers, 12.2 per cent receive *less than \$360 per year*; 31.5 per cent receive less than \$450 per year; 75.5 per cent receive less than \$500 per year.

The foregoing are *annual salaries*. Usually paid for an eight- or nine-month school term, they must be divided by twelve to get the average monthly salary.

RELATION OF SALARIES TO EXPENSES

Of the teachers receiving \$360 or less, 67 per cent *spend more than they earn in the schoolroom*; 58 per cent of those receiving \$405 *spend more than they earn in the schoolroom*; 50 per cent of those receiving \$550 or less *spend more than they earn in the schoolroom*.

The foregoing allows nothing for savings and little for professional growth. It covers bare living expenses.

Of all elementary teachers, 52.4 per cent receive less than \$550 per year. These must supplement their earnings in the schoolroom.

The foregoing is true notwithstanding the fact that a large percentage of teachers live at home and by their own statements contribute nothing whatever to living expenses. In the teacher-training schools 62 per cent of all grade teachers are local and in the main live at home. The answers from many of these local teachers show that the salary from teaching would by no means support them were it not for the fact that room and board cost them nothing, being paid by their parents.

¹ Extract adapted from a pamphlet issued by the state superintendent, Uel W. Lampkin.

APPENDIX XII

THE WAR AND TEACHERS' SALARIES

(Prepared for the Commission by Dr. I. L. Kandel)

ENGLAND AND WALES

The problem of maintaining an adequate supply of elementary-school teachers was already becoming serious in England and Wales before the war; the outbreak of the war and its continued duration have only served to intensify the crisis. A large proportion of the men have joined the Army, and many women have been attracted to occupations which appear at once to be more obviously connected with the war activities and to offer higher remuneration than teaching. At the same time the war has imposed additional burdens, willingly assumed but none the less demanding sacrifices, on the teachers; these have taken the form of larger classes, extra work in the schools, voluntary war work of different kinds, and so on. Not the least of the hardships has been the depreciation of salaries due to the rising cost of living, which by 1917 had increased about 80 per cent above that of 1914. Education authorities were confronted with several problems—inability to retain teachers in the face of more attractive opportunities elsewhere, inability to secure an adequate supply of candidates ready to undertake several years of training at a time when remunerative occupations were open to them without training, and inability to find additional resources when the public purse was otherwise being drained to meet other demands.

The first response was to grant bonuses on salaries which never went beyond the annual addition of 10 per cent and rarely affected salaries above \$1000 or \$1250 a year. Such increases were of course quite incommensurate with the needs of the time, especially when skilled workmen could command as much as \$75 a week, and boys still under eighteen about \$15 a week for unskilled services. In only one important respect was the stringency relieved by a government prohibition against the increase of rents. The bonus system prevailed until about the middle of 1917, when the government came to the rescue with an addition to the educational budget of about \$18,000,000, which was specially earmarked for salaries. At the same time the Board of Education issued a minute recommending that the minimum salary for women teachers in elementary schools should be \$450 and for men teachers \$500. The effect of the additional government grant was to stimulate the establishment of new scales of salary.

In the meantime the government had appointed in June, 1917, a departmental committee to inquire into the principles which should determine the construction of scales of salary for teachers in elementary schools,

and another committee to make a similar inquiry into the salaries of secondary-school teachers. The first committee issued its report in February, 1918. The report¹ is based on three main principles:

1. That the "authorities in constructing a scale should aim at obtaining a constant supply of suitable recruits, at retaining them while other careers are still open to them, and at securing service of the desired quality from those who make teaching their life work."

2. That the scale "shall provide them with a reasonable assurance of a remuneration that will enable them to live appropriately without embarrassment, and that they may have a fair chance of advancement to posts of greater importance and emolument."

3. That the authorities "in framing their scales are taking part in the work of establishing the teaching service of the country on a basis conducive to the efficiency of the system of national education; they should proceed upon a common basis of principles."

The committee, while accepting the administrative advantages of a salary scale, recognized that special consideration must be given to rewarding teachers of exceptional ability, to dealing with teachers who drift into a rut, to withholding increments from those teachers who are reported to be inefficient. It further considered the question of equal pay for men and women, for which a strong agitation has been launched by women teachers throughout the country. Finally some attention was given to removing some of the inequalities in salaries paid to teachers in rural and urban areas.

The chief principle adopted for the construction of salary scales was that a scale with smaller increments for the early years of service, followed by larger increments leading up to a salary adequate for increasing family responsibilities, and then with further prospects until retirement, is superior to a sharp, steep scale leading early up to a maximum, or a long and gradual scale which would not yield an adequate salary when responsibilities were greatest. For example, in the case of men certificated teachers, annual increments are suggested for not less than twelve years, followed by increments at intervals of not more than three years for a further period of about ten years; and for women certificated teachers, annual increments for not less than eight years, followed by increments at longer intervals as in the case of men. Uncertificated teachers should have a short scale covering a period of four to six years and not rising above the minimum for women certificated teachers, with discretionary increments in cases of individual merit. Owing to the opposition of the teaching body the committee was unable to recommend that increments should depend solely upon merit, and it suggests that increments be automatic except in the case of definite

¹ Report of the Departmental Committee for Inquiring into the Principles Which Should Determine the Construction of Scales of Salary for Teachers in Elementary Schools. Vol. I, *Report*, Cd. 8939; Vol. II, *Summaries of Evidence and Memoranda*, Cd. 8999.

default or wilful neglect, with additional rewards for exceptional merit. The committee was unable to accept the principle of equal pay for men and women, partly because a scale of salaries adequate for women is under present circumstances inadequate for men, and partly because it is essential to attract and retain suitable men in the profession. Accordingly it advocated the principle that the minimum salaries for both men and women should be approximately the same, but that the maximum for women should not be less than three-fourths of the maximum for men. With reference to rural and urban teachers the committee was of the opinion that service in the rural districts should be made financially attractive, and that accordingly salaries should be only a little lower than in urban areas. While the committee did not attempt to establish a national scale, it offered for consideration a number of illustrative scales and emphasized the importance of avoiding such diversity that the larger school systems would draw teachers away from the smaller.

The following illustrations of scale-making for certificated teachers were offered:

MEN

1. Minimum \$500 rising by annual increments of \$25 to \$800 in the thirteenth year of service, and then by triennial increments of \$50 to \$950 in the twenty-second year of service.

2. Minimum \$500 rising by annual increments of \$25 to \$700 in the ninth year of service, then by annual increments of \$50 to \$900 in the thirteenth year of service, and then by triennial increments of \$50 to \$1050 in the twenty-second year of service.

3. Minimum \$500 rising by annual increments of \$25 to \$575 in the fourth year of service, then by annual increments of \$50 to \$1050 in the fourteenth year of service, and then by triennial increments of \$50 to \$1200 in the twenty-third year of service.

4. Minimum \$500 rising by annual increments of \$25 to \$600 in the fifth year of service, then by annual increments of \$50 to \$1150 in the sixteenth year of service, and then by triennial increments.

5. Minimum \$500 rising by annual increments of \$50 to \$1200 in the sixteenth year of service, and then by triennial increments of \$100 to \$1500 in the twenty-fifth year of service.

WOMEN

1. Minimum \$450 rising by annual increments of \$25 to \$650 in the ninth year of service, and then by triennial increments of \$50 to \$750 in the thirteenth year of service.

2. Minimum \$450 rising as in (1) to \$650 in the ninth year of service, then by one increment to \$700 in the tenth year of service, and then by triennial increments to \$850 in the nineteenth year of service.

3. Minimum \$450 rising by annual increments of \$25 to \$600 in the seventh year of service, then by annual increments of \$50 to \$750 in the tenth year of service, and then by triennial increments of \$50 to \$900 in the nineteenth year of service.

4. Minimum \$450 rising by annual increments of \$25 to \$550 in the fifth year of service, then by annual increments of \$50 to \$850 in the eleventh year of service, and then by triennial increments of \$50 to \$1000 in the twentieth year of service.

5. Minimum \$450 rising as in (4) to \$550, then by annual increments of \$50 to \$900 in the twelfth year of service, and then by triennial increments of \$100 to \$1200 in the twenty-first year of service.

SCOTLAND

The effect of the war on the salaries of teachers in Scotland was similar to that in England and Wales, with similar attempts to meet the situation by the grant of bonuses. In July, 1917, the government appointed a Departmental Committee on the Remuneration of Teachers in Scotland, which considered and reported in November, 1917, on salaries in elementary and secondary schools and in training colleges. The general considerations determining the report of the committee was as follows:

In considering the larger and more important part of our reference, viz., the suitable scales of salary for different classes of teachers, we desired to approach the question not solely, nor even mainly, as one involving the interests of a single profession, but as one vitally affecting the welfare of the whole community. That welfare must depend, in increasing measure, upon the efficiency of national education; and the fundamental requirement for securing this is that there should be an adequate supply of teachers of high capacity, proved aptitude, and thoro training. This cannot be attained unless the remuneration is such as to make the teaching profession one which may compete with other professions in securing recruits of sufficient capacity and in repaying these recruits for the time and labour spent in their special training. To attract such recruits it is necessary, not only that a fair salary should be offered to begin with, but—and it is an even more vital condition—that sufficiently attractive prospects should be opened to those who have served for a certain number of years.

Following this line of inquiry we come to the following general conclusions:

1. That not only as a temporary war measure, but as a permanent necessity in order to maintain an efficient teaching profession in the interests of the country, the general remuneration of teachers must be raised, and an equalization of the scale of salaries for similar classes of schools over the country is desirable.
2. That this cannot be attained by any continuation or extension of the bonus system.
3. That while an adequate initial salary must be provided, it is even of greater importance that improved prospects should be opened to those who attain a certain length of service and have proved their competency and their aptitude for the profession.
4. That the scale should take account of:
 - a) The length and character of the preliminary training.
 - b) Length of service.
 - c) The responsibility of the post held and its demands on the capacity and energy of a teacher.

The scales recommended by the committee are in every case higher than those prevailing at present and determined by local and accidental circumstances. While aware of the large increase of expenditure involved, the committee declares it to be its

firm and considered conviction, however, that the scheme cannot be attained except, first, by an extension of school areas, and, secondly, by a very large proportion of the additional amount required being provided by the central authority. . . . Whatever the cost, if it is proved to be necessary for high educational efficiency, we cannot afford the ultimate extravagance which is involved in undue parsimony in such a case. It should not be overlooked that the aim of the proposed standard of salaries is not so much to improve the position and prospects of the teaching profession as to secure in the future, for the benefit of the state, an adequate supply of amply efficient recruits for our educational army.

APPENDIX XIII

TEACHERS' SALARIES¹

"Basic Principles in the Making of a Salary Schedule for Teachers. The Findings of the Evanston, Illinois, Committee of Teachers," *American School Board Journal*, LVI (March, 1918), 26-27, 83.

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